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**ESTIMATES COMMITTEE  
1960-61**

**HUNDRED AND TWENTY-SIXTH REPORT  
(SECOND LOK SABHA)**

**MINISTRY OF FOOD AND AGRICULTURE  
(Department of Food)**



**LOK SABHA SECRETARIAT  
NEW DELHI**

***March, 1961***  
***Chaitra, 1883 (Saka)***

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SECRETARIAT

Shri Avtar Singh Rikhy—*Deputy Secretary.*

Shri K. Ranganadham—*Under Secretary.*

## INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the report on their behalf, present this Hundred and twenty-sixth Report on the Ministry of Food and Agriculture—Department of Food.

2. A statement showing an analysis of the recommendations contained in this Report is also appended to the report (Appendix XIV).

3. The Committee wish to express their thanks to the Secretary of the Ministry of Food and Agriculture (Department of Food) and other officers of the Ministry for placing before them the material and information that they wanted in connection with the examination of the estimates. They also wish to thank Shri Asoka Mehta, M.P., representatives of the Federation of All India Foodgrains Dealers' Associations, Delhi and of Andhra Pradesh Rice Millers Association, Vijayawada for giving evidence and making valuable suggestions to the Committee.

NEW DELHI;

*March 24, 1961*

*Chaitra 3, 1883 (Saka).*

H. C. DASAPPA,

*Chairman,*

*Estimates Committee.*



## I. ORGANISATION AND FUNCTIONS

### A. Organisation

The Department of Food came into existence on the 2nd December, 1942. The Ministry of Food and Agriculture consists of two Departments viz., the Department of Food and Department of Agriculture. Each has a Secretary to Government as its administrative head.

2. The main functions of the Department of Food are— Function of the Department.

- (i) Arranging purchase and import of foodgrains from abroad according to necessity.
- (ii) Procurement of foodgrains within the country.
- (iii) Control and regulation of the prices of foodgrains in the country and taking necessary steps to maintain them at reasonable levels.
- (iv) Maintenance of the Central Reserve of foodgrains, conservation of grains at all stages of handling, movement of foodgrains within the country.
- (v) Clearance, storage and distribution of foodgrains imported from abroad or procured internally.
- (vi) Hiring and construction of suitable storage accommodation in the country and planning thereof.
- (vii) Procurement of foodgrains, foodstuffs and processed food articles for Defence requirements.
- (viii) Control on the development and regulation of the Sugar and Vanaspati Industries as exercised under the Industries (Development and Regulation) Act, 1951.
- (ix) Fixation of prices of sugarcane, sugar etc., and distribution of sugar.

3. The Department of Food has under its control the following Attached and Subordinate Offices:— Attached and Subordinate Offices.

- (a) *Attached Offices:*



(b) *Subordinate Offices:*

- (i) The Regional Director (Food), Western Region, Bombay.
- (ii) The Regional Director (Food), Eastern Region, Calcutta.
- (iii) The Regional Director (Food), Southern Region, Madras.
- (iv) The Regional Director (Food), Northern Region, New Delhi.
- (v) Office of the Food Attache, Embassy of India in Burma, Rangoon.
- (vi) Office of the Joint Director (Food) Madhya Pradesh, Bilaspur.
- (vii) Office of the Deputy Director, Grain Storage Research and Training Centre, Hapur.
- (viii) Office of the Assistant Director (Food), Chandigarh.
- (ix) National Sugar Institute, Kanpur.

This report deals with the Secretariat of the Department and subordinate offices except the National Sugar Institute which is being dealt with in a subsequent report.

**B. Secretariat**

Staff  
Position.

4. A chart showing the organisational set-up of the Department of Food is given in Appendix I. A statement showing the sanctioned as well as the number of posts filled in the Secretariat of the Department as on the 1st April 1958, 1959 and 1960 together with their scales of pay is given in Appendix II. The actual strength of staff as on 1st April, 1960 was 104 Class I, 59 Class II (Gazetted), 309 Class II (non-gazetted), 465 Class III and 290 Class IV.

Changes in  
Administrative set-up  
since April,  
1960.

5. The Committee understand that the following important changes have taken place in the Secretariat of the Department since April 1960:—

- (a) A new post of Joint Secretary (Sugar) has been created in the Department.
- (b) The post of Deputy Secretary (Manual) and the Manual Cell have been abolished.
- (c) The Financial Advisers and the Sections under them who formed part of the Department of

(Department of Expenditure). They will work as Internal as well as External Financial Advisers.

- (d) The post of Officer-on-Special Duty (Engineering) and most of the staff under him have been transferred to the C.P.W.D., where a post of Additional Chief Engineer (Food) (with a special wing to deal with storage construction) has been created.
- (e) The post of Deputy Director (Sugar) under Director (Budget, Finance and Co-ordination) has been abolished.

6. The Committee observe that there are four to five tiers of supervisory officers obtaining in the Department. For example, there are as many as five supervisory levels (Section Officer—Assistant Director—Deputy Director—Director—O.S.D. and Deputy Secretary/Chief Director) in the Budget, Finance and Coordination, Ports and Depots, Storage and Inspection Sections and Army Purchase Organisation, and four levels (Section Officer—Assistant Director—Deputy Director—Chief Director) in the Directorate of Movement. They were informed that level jumping had been adopted in the Ministry to some extent. *The Committee fail to see the need for papers to pass through so many supervisory officers. They apprehend that a set-up providing for too many supervisory levels lends itself to delay in disposal and even evasion of responsibilities at lower levels rather than making for efficient functioning. The Committee suggest that the number of levels may be reduced and that level jumping may also be resorted to in greater measure. In particular, there appears to be little justification for Section Officers in the scale of Rs. 350—900 submitting files through the Assistant Directors in the scale of Rs. 400—950. If it is considered desirable to have the Assistant Directors in the headquarters of the Department so as to enable them to gain secretariat experience, sections could well be placed directly under their charge.*

7. The Committee note that there are two posts, one of Director (Procurement) and the other of Under Secretary (Procurement) in the Secretariat. It was stated in evidence that while the main duty of the Director (Procurement) was to deal with various matters relating to the field organisation and to tour about and see the work that was going on in the Procurement regions, the Under Secretary (Procurement) dealt with work pertaining to the issue of Government orders on such matters as fixation of prices, disputes with contractors etc.

Too many  
Supervisory  
levels.

Director  
(Procure-  
ment) and  
Under Secre-  
tary (Pro-  
curement).

8. The Committee understand that procurement of food-grains by the Government of India in Andhra Pradesh and Orissa has been given up. While the Procurement Unit in Orissa has been abolished, the Procurement Unit in Andhra Pradesh is in the process of being wound up. *The Committee suggest that in view of the reduction in the internal procurement work, Government may examine the need for the existence of two separate posts viz., Director (Procurement) and Under Secretary (Procurement) and other staff for handling procurement work in the Secretariat of the Department and effect suitable economy.*

Under Secretaries  
(Administration and Welfare).

9. The Committee understand that 4 Under Secretaries have been provided for administration work and one whole-time Under Secretary for welfare work in the Secretariat of the Department. The total number of men employed in the Department of Food are as follows:—

*As on 1-4-1960*

	Class I and II	Class III	Class IV	Total
(1) Secretariat . . .	472	465	290	1227
(2) Attached Office . . . (Directorate of Sugar & Vanaspati).	69	179	56	304
(3) Subordinate Offices . .	197	5231	4937	10365
TOTAL . . .	738	5875	5283	11896

It will be seen from the above that majority of the staff (89.9%) are employed in the subordinate and attached offices and that a large proportion of them (97.5%) belong to Class III and Class IV in respect of whom the Heads of these Offices enjoy appointing and disciplinary authority.

*Considering that the number of staff, whose administration work has to be dealt with at the Secretariat level is not very large, the Committee feel that there is not adequate justification for employing 5 Under Secretaries for this work. They would, therefore, suggest that the Department may examine this matter at an early date with a view to effect economy.*

Class IV  
Staff.

10. The Committee find that most of the Sections of the Department of Food have each one daftri and one peon. They were informed during the course of evidence that the Ministry had attempted messenger system to some extent and had in result made some economy. *In this connection, the Committee would like to refer to the recommendations made in para 24 of their 76th Report to the effect that the*

*strength of Class IV staff may be reduced by adjustment on the basis of 1 daftri and 1 peon for two sections to begin with. The Committee have reiterated this recommendation in a number of subsequent reports. The Committee would urge the Department to examine the strength of Class IV staff in the light of aforesaid recommendations.*

11. The Committee understand that the Department of Food was last reviewed by the Special Reorganisation Unit in 1952. *The Committee consider that it is time to have another review carried out early, particularly in the context of the decision to place the Department on a permanent footing.*

Review by  
Special  
Reorganisa-  
tion Unit.

### C. Subordinate Offices

#### (a) Regional Directorates (Food)

12. There are four Regional Directorates (Food). Their functions are given below:—

Functions.

- (i) Supervision of arrangements for reception of grain, fertilisers and gifts from abroad;
- (ii) (a) Arranging for proper storage, preservation and maintenance of foodgrains, both imported and indigenous;  
(b) Arranging for acquisition of suitable sites for construction of storage godowns and hiring of storage accommodation.
- (iii) Distribution of foodgrains from Central stocks to State Governments, Flour Mills etc.
- (iv) Collection of open market prices and communication to the Centre.
- (v) Supervision of distribution of foodgrains through Fair Price Shops.
- (vi) Control and supervision of the operation of licensed Flour Mills.

13. The jurisdiction of each Regional Office is as under:—

Jurisdiction  
of Regional  
Offices.

- (i) *Office of the Regional Director (Food) Eastern Region, Calcutta*

West Bengal, Assam, Bihar, Orissa, Tripura, Manipur, NEFA and Andaman and Nicobar Islands.

(ii) *Office of the Regional Director (Food) Western Region, Bombay*

Maharashtra, Gujarat and Madhya Pradesh.

(iii) *Office of the Regional Director (Food) Northern Region, New Delhi*

Uttar Pradesh, Punjab, Rajasthan, Himachal Pradesh and Delhi.

(iv) *Office of the Regional Director (Food) Southern Region, Madras*

Madras, Kerala, Mysore, Andhra Pradesh, Pondicherry, Laccadive and Minicoy Islands.

(b) *Other Offices*

14. Besides the four regional Directorates, there are four other units of this Department whose functions are as under:—

(i) *Office of the Joint Director (Food), Madhya Pradesh, Bilaspur*

Procurement of rice in Madhya Pradesh.

(ii) *Office of the Food Attache, Rangoon*

For looking after the shipment of rice from Burma to India in accordance with the agreements for purchase of rice concluded from time to time with Burma.

(iii) *Office of the Deputy Director, Grain Storage Research and Training Centre, Hapur*

Training of the technical staff in the method of grains analysis and preservation of foodgrains in storage.

(iv) *Office of the Assistant Director (Food), Chandigarh*

For inspection of the stocks of foodgrains procured by the Government of Punjab on behalf of the Central Government.

Staff  
Position.

15. A statement showing the sanctioned as well as actual strength of officers and staff of the subordinate offices of the Department (class-wise) as on 1st April 1958, 1959 and 1960 is given in Appendix III. It was stated in evidence by the representative of the Ministry that the increase of staff of the offices of the Regional Directors (Food), Calcutta

and New Delhi in 1960 as compared to 1958 was due to increase in stocks and storage capacity. For example, the Calcutta stocks in 1960 were three times what they used to be three years ago.

16. The Committee are surprised to find that out of 851, watchmen and 122 stitchers in the office of the Regional Director (Food) Western Region, Bombay, as many as 351 and 53 respectively were recruited when they had exceeded the normal age limit for entry into Government service. The Committee were informed by the Ministry that prior to 1957, the Department of Food functioned as a temporary department and it had not prescribed rules for recruitment to the various categories of posts. Further, there was no definite bar to the appointment of persons who were above 25 years of age so long as the Department of Food was a purely temporary department. The Committee have also been informed that in about 50 cases the overaged staff were either ex-military personnel or had been retrenched from the State Civil Supplies Department. *The Committee are of the view that it should have been possible to frame the rules for recruitment earlier so as to afford necessary guidance in the matter to the subordinate appointing authorities.*

Employment  
of overage  
staff.

#### D. Coordination

17. During the course of evidence, an impression was given to the Committee that there was greater room for coordination than existing at present between the Union Ministry of Food and Agriculture and its counterparts in the various State Governments, which is so necessary to deal with the food problem and connected questions. It was also given out by some non-official witnesses that not infrequently the Food and Agriculture portfolio would not be held by the more important of Ministers in the States. *While not wishing to comment on the subject, the Committee desire to lay special emphasis on the paramount need for placing the subject in the hands of the more experienced and competent of the Ministers and the need for the Centre to assure itself of the fullest coordination at State levels.*

Lack of Co-  
ordination.

## II. PRODUCTION, PROCUREMENT AND DISTRIBUTION

### A. The Food Problem

18. The Five Year Plans have included foodgrain production targets as their major objectives. The table below indicates the targets of foodgrain production in the First and Second Plans:

Year	Production target (million tons)
1949-50 : (Base year of the First Plan) . . . . .	57.6
1955-56 : (End year of the First Plan) . . . . .	65.2
1960-61 : (End year of the Second Plan) . . . . .	75.0* 80.5**

\*Original

\*\*Revised

Plan achievement.

19. The actual production of foodgrains from 1949-50 to 1958-59 is given below:—

(Million Tons)					
	Rice	Wheat	All cereals	Pulses	Food-grains (Cereals and Pulses)
1949-50 . . . . .	23.7	6.6	48.4	9.2	57.6
1950-51 . . . . .	20.9	6.6	43.7	8.5	52.2
1955-56 . . . . .	27.1	8.6	54.9	10.9	65.8
1956-57 . . . . .	28.6	9.3	57.4	11.4	68.8
1957-58 . . . . .	24.9	7.7	53.0	9.5	62.5
1958-59 . . . . .	30.4	9.8	62.6	12.9	75.5

20. It would be seen from the above that starting from a base of 57·6 million tons in 1949-50 the First Plan target of 7·6 million tons of additional production was achieved. According to the Economic Survey 1960-61 the agricultural season so far has been good and the expectations are that the level of foodgrains production in the current year will be around 76 million tons. Though the total production anticipated to be achieved in the Second Five Year Plan would be 1 million tons more than the original target fixed, it would be short of the revised target by 4·5 million tons. It is this gap between the demand as indicated by the planned target and supply as indicated by production trends which poses the food problem. As the Foodgrains Enquiry Committee put it in their Report of 1957:—

“Experience of implementing the Integrated Production Programme, however, showed that even the ideal of relative food self-sufficiency was in itself not capable of easy achievement because in practice it turned out to be the ‘moving target’ in a country where the masses of population were under-fed and even a small increase of production and of income led to a substantial increase in consumption.”

21. The target for foodgrains production for Third Plan <sup>Third Five Year Plan.</sup> is envisaged tentatively at 100 to 105 million tons which would mean an increase of 31 per cent to 38 per cent in 1965-66 over the production in 1960-61. The Draft Outline for the Third Plan indicates the following measures amongst others for achieving the targeted production:—

“There should be for each village a production plan which includes the fullest use of the irrigation facilities provided, arrangements for multiplication at the village level of the principal seeds required, production in the village of the requisite quantities of organic and green manures and distribution of fertilisers.”

*The Committee feel that the problem of achieving self-sufficiency in foodgrains is not incapable of solution, for India has potentially rich physical resources to which must be added her human ingenuity and effort.*

### **B. Need for Family Planning**

22. The phenomenal increase in population as indicated in the table below makes the problem of bridging the gap <sup>Key Programme of Plan.</sup>



between food production and food requirements ever more difficult:—

\*

Year	Population (in millions)
1951 . . . . .	362
1956 . . . . .	391
1961 . . . . .	431
1966 . . . . .	480
1971 . . . . .	528
1976 . . . . .	568

In this context the Committee would like to draw attention to the following observations made in the "Draft Outline of the Third Five Year Plan":—

"In an economy with low level of income and consumption, high rates of population growth severely limit the pace of economic development. . . . . The objective of stabilising the population has certainly to be regarded as an essential element in the strategy of development".

It must be further realised that the incidence of growth of population is very high in the low income groups and it gives rise in addition to economic problems, social problems of an acute and extensive nature. *The Committee feel that the problem of family planning no less than that of food production should constitute a key programme for the Third and subsequent Five Year Plans. The Committee is gratified to see that the planners are alive to the population problem as is evident from the proposed provision of Rs. 25 crores in the Third Plan for Family Planning as against provision of merely Rs. 5 crores in the Second Plan.*

### C. Assessment of Production and Consumption

23. The Committee understand that while the method and machinery for assessing production of foodgrains have been improved significantly with the introduction of crop

\*The table is based on the estimates of population growth prepared by the Central Statistical Organisation which have been accepted provisionally as a working basis for the preparation of the Third Plan.

cutting surveys, no such scientific assessment has been made of consumption requirements of foodgrains. The Ministry of Food in reply to a written question of the Committee regarding the estimates of consumption of foodgrains in India during 1956-57 to 1960-61, grain-wise and year-wise, informed the Committee as follows:—

“It is difficult to give a precise estimate of the consumption of foodgrains in the country during a particular period as in the absence of controlled distribution throughout the country, precise information of consumption of foodgrains is not available. However, figures of offtake of Government stocks are available and can be furnished.”

When the representative of the Ministry was asked during oral evidence about the estimated consumption requirements of foodgrains, particularly wheat and rice in the country, he replied “what is produced is consumed by the people. Beyond that I would not be able to say that this is what the consumption requirements of this country is.” *It is obvious that all efforts to achieve self-sufficiency have essentially to be related to the consumption requirements and therefore the necessity for compilation of such data cannot be over-emphasised.\**

#### D Procurement

24. Foodgrains are procured by the Government of India through imports as well as internal purchases. Government have been importing three to four million tons of foodgrains during each of the last three years to meet the current requirements as well as build up sufficient stocks. Quantities imported.

The Committee welcome the decision of the Government to build up a buffer stock of foodgrains. The Committee understand that the buffer stock would consist of four million tons of wheat and one million tons of rice and would be so operated as to meet the needs of the people for foodgrains and maintain a reasonable price level. *The Committee have every hope that the quantum of foodgrains to be kept in the buffer stock would be determined most carefully in the light of past experience and having regard to the trends of indigenous production and requirements.* Buffer stock.

25. Internal procurement has been done largely on the basis of requisitioning, levy or voluntary offers. Quantities internally procured

\*The Department of food subsequent to the adoption of this Report furnished a note to the Committee on the estimated production and consumption of food grains, particularly wheat and rice, (Appendix IV).

quantities of foodgrains internally procured on behalf of the Government of India since 1957 are given below:—  
(in '000 tons)

State	1957		1958		1959	1960*
	Rice	Gram	Rice	Gram	Rice	Ri
Andhra Pradesh	79	..	171	..	85	8
Orissa	38	..	..	..	216	3
Punjab	31	..	101	..	109	132
Madhya Pradesh	..	..	5	..	479	391
Rajasthan	..	17	..	6	..	..
TOTAL	148	17	277	6	889	534

\*upto 3rd Sept.

The Committee understand that at present only rice is procured internally on behalf of the Government of India and the procurement is marginal and is being made only from Punjab and Madhya Pradesh

Internal  
Procurement.

26. The Committee were informed that after every harvest, Government considered plans for internal procurement of foodgrains. With regard to wheat, it was stated that Government were of the view that it was not desirable to procure it internally because of the limited production. It was added that the Government themselves were putting into the market imported wheat at present to the tune of three to four million tons every year. As regards rice, it was stated that it was difficult for Government to import rice to the extent required and therefore they were procuring some quantities of it from surplus States within the country.

### E. Food Prices

27. Food price is basic to the country's economy and any variation in the price would not only cause repercussions in the availability of foodgrains but would also affect all other facets of economy.

Price  
Control.

28. The Committee were informed that controlled prices of rice and wheat had been fixed by the Central Government for certain States in exercise of the powers conferred on them by Section 3 of the Essential Commodities Act, 1955. The position obtaining at present in res-

pect of price control for rice and wheat is broadly as follows:—

(i) *Rice*

Maximum controlled prices for rice and/or paddy are in force at present in Assam, Madhya Pradesh, Uttar Pradesh and Punjab. In Assam and Orissa, minimum prices for paddy are also in force. In areas where maximum controlled prices are in force, whole-sale transactions at prices higher than the maximum controlled prices are illegal. In Assam and Orissa purchase of paddy from the cultivators at a price lower than the minimum prescribed price is not permissible.

(ii) *Wheat*

Maximum controlled price for wheat is not in force in any State. Maximum ex-mill prices of wheat-products produced by the mills which are supplied wheat from Government stocks are in force in all States.

29. The Committee were informed that in heavily surplus States, it was not difficult to enforce the maximum controlled prices. In such States the prices had a persistent tendency to sag and the problem with the Government was really to support the prices. In the deficit or the marginally self-sufficient States, however, the State Governments found it extremely difficult to enforce the maximum controlled prices properly. It was stated that the factors of demand and supply were found to be too powerful to be controlled by merely issuing statutory orders and any special measure taken by the State Governments to enforce the controlled prices drove the foodgrains underground and black-market developed causing avoidable distress to the consumers.

Difficulty in enforcing controlled prices.

30. The Committee were informed that the procurement prices of foodgrains had been fixed keeping in view—

Fixation of Procurement Prices.

(a) the procurement prices in force in 1952-53, control period;

(b) the post-harvest prices in 1955-56 and 1956-57; and

(c) the prevailing market prices at the time of the fixation of the maximum controlled prices.

The Committee note that the prices were not related to cost of production. It was stated during evidence that the data collected as a result of sample surveys of the cost of production was conflicting and unreliable. *The Committee are not unaware of the difficulties in the way of arriving at generalisations from any enquiry into the cost of production in the different parts of the country but yet they feel that the demand for such an enquiry which is insistent may yield very useful and interesting data for assessing the cost of production in the different areas fairly approximately on which to base the prices.*

Agricultural  
Commodities  
Advisory  
Comm.tee.

31. The Minister of Food and Agriculture had stated in Lok Sabha on the 23rd August, 1960 that the Government were thinking of setting up 2 bodies namely (i) Agricultural Commodities Advisory Committee, and (ii) Farmers' Advisory Panel to advise the Government on price policy and on matters having a bearing on the programme of agricultural production. *The Committee suggest that Government may expedite decision on the question of setting up the Agricultural Commodities Advisory Committee and the Farmers' Advisory Panel.*

Producer's  
share of the  
consumer's  
price.

32. The Committee understand that in a recent report of the Agricultural Marketing Adviser on rice it has been estimated as a result of a study made in some selected places that about 71% to 77% of the price paid for rice by a consumer actually goes to the producer. *Since such a study would provide useful and interesting material for determining the fair price of foodgrains, the Committee suggest that Government may arrange to have such a study made in respect of wheat and other foodgrains so as to assess what fraction of a rupee charged to the consumer goes to the producer and the various intermediaries.*

Incentives  
for food  
production.

33. *The Committee consider that it might be worthwhile evolving a scheme for giving incentives to the cultivator for stepping up production of foodgrains.*

*In this context, the Committee would like to refer to the following observations made in the Report on India's Food Crisis & Steps to meet it by the Agricultural production Team sponsored by the Ford Foundation—*

*“As a beginning, we suggest that minimum price be established only for rice and wheat—The floor price should be announced to cultivator before sowing time and remain in effect for one full year.”*

*It is obvious that if the floor price of foodgrains is meant to provide an incentive for increasing food production, the announcement should be made sufficiently before the sowing season.*

34. The issue price ex-Central stocks of wheat is Rs. 14 Issue Prices. per maund and of common rice, imported as well as internally procured is Rs. 16 per maund. The prices are inclusive of the cost of bags for delivery ex-godowns or f.o.r. destination stations. Fine varieties of rice are charged at higher rates. The Committee were informed that taking into account the cost of internally procured foodgrains and the landed cost of imported grain the issue price of wheat and rice had been fixed at a level which was considered reasonable for stabilisation of prices of foodgrains in the country. The prices fixed for issue of foodgrains from central stocks include an element of subsidy.

35. The figures of loss in trading account during the last four years on the basis of quantities issued from central stocks are as under:—

Year	(Rs. in crores)	Loss in the Issue of Central Stocks.
1956-57	.. 18.48	
1957-58	.. 23.04	
1958-59	.. 10.22	
1959-60	.. 8.82	

It was stated in evidence that roughly speaking the loss on sale of imported rice was of the order of Rs. 3 to 4 per maund and for indigenously procured rice Rs. 2 to 3 per maund. Further there was practically no loss on imported wheat as its landed cost plus Government expenses came to Rs. 14 per maund which was equal to the issue price of imported wheat ex-Central Government stocks. *The Committee suggest that Government may explore ways and means of reducing the loss incurred in trading operations particularly on the indigenously procured rice.*

### F. State Trading

36. The primary objective of State Trading is stated to be "to maintain price levels which are fair to the producer and to the consumer and to reduce to the minimum the spread between the price received by the farmer and the price paid by the consumer". The Minister of Food and Agriculture stated in the Lok Sabha on 1st September, 1960 that in Punjab and Madhya Pradesh the respective State Governments purchased wheat at Rs. 14 per maund and sold Profits made by States in foodgrains.

it at Rs. 17 per maund. He also stated that "the Punjab Government made a profit of Rs. 60 lakhs last year on account of State Trading by buying and selling". The representative of the Ministry stated in his evidence before the Committee that the statement of the Minister was based on some information supplied earlier but later on Punjab Government had intimated them that the information was not correct and the profit was only Rs. 3 lakhs.

*The Committee were glad that the disquieting indications given earlier of unconscionable profits made by state trading in foodgrains have not been confirmed. In their view, if trading in foodgrains is taken up by a State it ought not in any case be used as a means of making profit.*

No record of profit and loss made by States.

37. It was stated by the representative of the Ministry in his evidence that Central Government did not have a record of the profit and loss made by the State Governments on account of State Trading in foodgrains. *The Committee consider that it would be desirable for the Central Government to keep themselves informed of the results of state trading.*

State Trading Scheme.

38. In pursuance of the resolution passed by the National Development Council in November 1958 to socialise the wholesale trade in foodgrains and to work out the details of a scheme for the implementation of that decision, a Working Group under the chairmanship of the Food Secretary was constituted.

The State Trading scheme as finally approved by the Government after taking into account the report of the Working Group envisaged:—

(i) an ultimate pattern of State trading; and

(ii) an interim scheme.

*Ultimate pattern:* The ultimate pattern will consist of a system which provides for the collection of the farm surpluses through service cooperatives at the village level and channelling of the surpluses through the market co-operatives and the apex marketing cooperatives for distribution through retailers and through consumers' cooperatives. The ultimate pattern will be achieved only after the co-operatives are properly developed at various levels.

*Interim Scheme:* Till the cooperatives are fully developed and the ultimate pattern of State Trading in foodgrains is achieved, the interim scheme envisages licensing of the wholesale traders and processing industries throughout

the country and acquisition progressively of larger proportions of the marketed surplus by the Government with a view to controlling the market effectively.

It was stated in the Annual Report of the Ministry of Food and Agriculture, (Department of Food) for 1959-60 that "the experience of state trading was not quite happy". The Secretary, Ministry of Food and Agriculture stated in his evidence, "State Trading has practically been given up by every body. We are only procuring some small stocks of rice."

*In this context, the Committee would like to endorse the view expressed by the Minister of Food and Agriculture in the Lok Sabha on the 1st September, 1960 that State Trading "is a means to an end and not an end in itself."*

39. The Committee find that with the decision on State trading, wholesalers and millers were licensed throughout the country. Under the licensing orders of the State Governments, the wholesalers are required to maintain proper accounts and to submit returns of stocks to the respective State Governments. The representative of the Ministry admitted during evidence that the returns were submitted by the dealers but they were not always checked. He also stated that very few States had thought it worthwhile to set up any large inspectorate for checking up these returns because the view they took was "if they (foodgrains) are not procured or requisitioned, why should we (States) bother about them."

Stock Re-  
turns of  
Wholesalers.

*It is obvious that licensing by itself is of little value unless the conditions of licence are enforced. The importance of checking and analysing these returns by the State Governments cannot be over-emphasised.*

### G. Food Zones

40. With a view to regulating the distribution of food-grains in the country, Government have created a number of zones and cordons. A note stating the latest position regarding food zones and cordons is given in Appendix V. It was stated in evidence that so far as wheat was concerned, it was quite possible to have the entire country as a single zone because of the large stocks held by Government, but in regard to rice, it was not possible to give that assurance as the Government stocks were relatively small as compared to market supplies. It was further stated that the zones were expedients to be resorted to if circumstances so

Concept of  
zones.



warranted and that Government were gradually trying to eliminate the zones with the cooperation of State Governments. It was added that the matter was continuously being examined particularly after each harvest.

## H. Distribution

### (a) Procedure for Distribution

distribution  
foodgrain.

41. There is no statutory rationing of foodgrains in any State at present. Government distribution of foodgrains is undertaken only through fair price shops in areas where prices tend to go up beyond reasonable limits. In certain important urban centres, where central reserve depots are located, foodgrains are issued by the Centre direct to retailers nominated by the State Governments. For other places, bulk supplies are given to the State Governments, who arrange retail distribution. In the case of wheat, issues are also made to roller flour mills, which are required to sell the products at prices fixed by Government. It is primarily the duty of the State Governments to appoint the retailers for distribution of foodgrains through the fair price shops.

### (b) Fair Price Shops

42. The number of fair price shops functioning at the end of 1957, 1958, 1959 and 1960 is 37,591, 45,631, 51,01 and 51,138 respectively.

Cooperative  
Societies/  
Gram  
Panchayats  
to be pre-  
ferred.

43. *The Committee are of the view that cooperative societies/gram panchayats, wherever they are efficient, should be given preference for running fair price shops. They suggest that the Government of India may commend this principle to the State Governments.*

Inspection.

44. The Committee were informed that the primary responsibility for exercising supervision on the working of the fair price shops was that of the State Governments. They had appointed the requisite staff for that purpose. The system of Central inspection of fair price shops in the States was started towards the end of 1956, as the Government of India thought it desirable to ensure that the benefit of subsidised foodgrains issued from these shops was actually passed on to the consumer to the maximum possible extent. The staff of the Central Government's inspection organisation consisted of supervisors and inspectors with some senior staff for their control. The function of the Central inspection staff was to carry out test check or inspection.

45. With a view to avoiding duplication of work and division of responsibility with the State Governments, it was decided in April 1958 that the Central staff for inspection work should be progressively reduced in areas where the State Governments' staff was adequate for the supervision of the fair price shops. Accordingly the Central staff was either reduced or withdrawn from States in the South and transferred to other States. The question was further examined in April 1959 and since the State Governments had appointed adequate inspection staff in their jurisdictions, it was decided that the inspection carried out by the Regional Directors should be in the nature of test inspection.

46. The Committee, however, find from the following table that there were 111 Central Government Fair Price Shops Inspectors as on 1st April, 1960 as against 140 on 1st April, 1958, which means that there had been reduction of 29 inspectors during the period 1st April, 1958 to 1st April, 1960:—

Office				As on 1st April		
				1958	1959	1960
Regional Director (Food)	Southern	Re-	gion	20	..	..
Regional Director (Food)	Northern	Re-	gion	32	32	30
Regional Director (Food)	Western Zone	.		38	38	33
Regional Director (Food)	Eastern Zone	.		50	50	48
				140	120	111

*The Committee suggest that the number of Inspectors may be reduced further in accordance with the decision of the Government referred to in the preceding paragraph.*

47. It was stated in evidence that it had been left to the State Governments to fix the retail prices of foodgrains supplied to them by the Government of India at uniform prices f.o.r. destination (see paragraph 34) for distribution through fair price shops. *The Committee suggest that the Government of India may consider the desirability of laying down guiding principles for determining the retail prices of foodgrains supplied to the State Governments. In this context the Committee would like to draw attention to the Sugar Price Control Order (G.S.R. 501/Ess. Com. dated the 23rd April, 1960) which lays down the margin for fixation by*

*District Magistrates of retail price of sugar supplied to authorised dealers from sugar factories in controlled areas. The Committee feel that if margins are similarly laid down for fixation of retail price of foodgrains ex-fair price shops, it would obviate the chance of any one making undue profits out of stocks supplied by the Central Government.*

Price List  
& Samples.

48. It was stated in evidence that the fair price shops were required to display a price list of articles with samples. *The Committee suggest that Government may ensure that the price lists of articles with sealed samples are duly displayed by fair price shops.*

### III. IMPORT, CLEARANCE AND STORAGE OF FOODGRAINS

#### A. Imports

49. Government have been importing foodgrains for the <sup>Foodgrains</sup>last several years to supplement indigenous production. The <sup>imported.</sup>following table shows the quantity and value of foodgrains shipped during the period 1956-57 to 1959-60:—

Quantity in '000 tons.  
Value in lakhs rupees.

Grain	Exporting Country	1956-57				1957-58				1958-59				1959-60			
		Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value
<i>Wheat</i>	U.S.A.	1042.6		2696.2		2844.1		2807.5									
	Australia	709.3		16.6		20.6		282.3									
	Canada	..		341.5		444.2		266.2									
	TOTAL	1751.9		3054.3		3308.9		3356.0									
<i>Rice</i>	Burma	445.6		445.8		289.3		448.7									
	China	60.3		..		..		..									
	U.S.A.	179.9		13.8		..		46.3									
	Pakistan	17.0*		..		..		..									
	Viet-Nam	..		13.8		..		..									
	U.A.R.	..		..		..		..									
	TOTAL	702.8		473.4		289.3		495.0									
<i>Sorghum</i>	U.S.A.	..		..		95.8		..									
<i>Corn</i>	U.S.A.	..		..		24.3		27.5									
	GRAND TOTAL	2454.7	11102.54	3527.7	17726.24	3718.3	17649.48	3878.5	18703.00								

\*Against return of loan by Pakistan.

50. A note stating briefly particulars of the various agree-  
 ments/arrangements under which foodgrains are imported at  
 present, the quantity and value of the foodgrains to be sup-  
 plied under each such agreement/arrangement and quantity  
 and value of the foodgrains actually shipped upto 31st  
 August 1960 is given in Appendix VI. An important agree-  
 ment (P.L. 480) for import of foodgrains was signed bet-  
 ween India and U.S.A. on the 4th May, 1960. Under this  
 Agreement 17 million tons approx. of foodgrains (16 mil-  
 lion tons wheat and 1 million tons rice) are expected to be  
 purchased by the Government from U.S.A. during the period  
 1960—64.

Agreements.

51. It was stated in evidence by the representative of the  
 Ministry that no particular difficulty had been experienced  
 in the working of the various agreements regarding the im-  
 port of foodgrains during the last three years excepting that  
 there was a shortfall in supply of rice by Burma.

Working of  
 Agreements.

### B. Inspection of Foodgrains

52. A note detailing the inspection arrangements in res-  
 pect of foodgrains made in the exporting countries and at  
 the unloading centres in Indian ports is given in Appendix  
 VII.

Inspection  
 arrange-  
 ments.

The Committee note that while there are no arrange-  
 ments for inspection by Indian Government inspectors of  
 foodgrains at the time of shipping from the U. S. A., Canada  
 and Australia, in the case of imports from the U.A.R., Gov-  
 ernment of India had posted an officer with 4 inspectors,  
 who inspected the quality of rice in the mills and carried out  
 an inspection at the time of loading, side by side with the  
 official agency of the U.A.R.

It was explained in evidence that in U.S.A., Australia  
 and Canada there was a Federal Agency/Statutory Board of  
 the States concerned for the inspection of foodgrains and  
 issue of certificate before despatch. In the U. A. R. as there  
 was no such statutory agency etc., Government of India  
 had posted inspectors for inspection. It was further stated  
 that if inspection by Indian Government inspectors was to  
 be carried out at the time of shipping of foodgrains from  
 the U. S. A., it would be necessary to employ a large number  
 of staff involving substantial expenditure.

53. The Committee understand that no tests are carried  
 out on landing of imported foodgrains in India to make sure  
 that the nutritional value is intact and has not been adverse-  
 ly affected either by long storage in exporting countries, or  
 in transit. They suggest that the desirability of carrying out  
 such tests may be examined.

Need to test  
 Nutritional  
 Value of  
 imported  
 foodgrains.

Imported foodgrains found not conforming to specifications.

54. The Committee understand that there have been cases in which foodgrains imported from abroad have not conformed to the agreed specifications in recent years. A statement showing particulars of the cases pertaining to the period from 1956-57 onwards is given in Appendix VIII.

The Committee observe that live infestation had been noticed in 1,97,313 tons of wheat imported from U. S. A. and 2,26,166 tons of wheat imported from Australia and that there was higher foreign matter or dockage in 2,94,689 tons of wheat imported from the U. S. A., in recent years. These cases were brought to the notice of the appropriate U.S. and the Australian authorities who it was stated had taken necessary action. As regards the presence of high percentage of foreign matter or dockage in imported wheat, it was stated in evidence that in the middle of 1960 as a result of pressure from the importing countries an amendment had been introduced in the U.S. specifications, according to which if the buyer so wished the foreign matter and dockage present could be mentioned on the inspection certificate.

*The Committee consider that it should have been possible to seek a revision of specifications much earlier. They suggest that an analytical study may be made of the common defects and shortcomings which are noticed in the imported foodgrains with a view to revising the specifications and thereby ensuring that such defective foodgrains do not find their way into India.*

Inspection process to be expedited.

55. *The Committee are surprised to find that it takes a total period of 2 to 3 months after the unloading of foodgrains from steamer to complete inspection of its quality coordinate the results and to arrive at necessary decisions. There is consequential delay in lodging of claims as also in the disposal of damaged foodgrains. The Committee suggest that Government may take immediate steps to expedite the process of inspection.* The representative of the Ministry agreed that the period of two to three months was on the high side and that it should be possible to reduce it.

Damaged foodgrains.

56. The Committee note from a statement (extract at Appendix IX) supplied by the Regional Director (Food), Bombay that in several cases of imported foodgrains there has been a time-lag of several months between the date of arrival of damaged foodgrains in the godowns, the decision to dispose them of and their actual delivery. For example, in the case of foodgrains discharged in 1959 by "Wang Governor" as many as 12 months were taken while in the case of "African King" the time-lag was of the order of 18

months. The price obtained for the sales was also very low. *It is obvious that the delay in reaching decision about the disposal of damaged foodgrains is apt to result in their further deterioration and consequent depression in price. The Committee consider it unfortunate that long delays should have been allowed to occur in the disposal of damaged foodgrains. They were informed that recently it had been decided by the Government to appoint rate running contractors who would buy stocks of damaged foodgrains of various categories at a fixed accepted rate. To start with, this system was being introduced in Bombay. The Committee recommend that if the experiment at Bombay is found to be successful it may be extended to other places.*

### C. Shipment

57. The import of foodgrains affords a good opportunity to build up Indian shipping business, but yet not much advantage is being taken of it as would be seen from the following table:—

Quantities of foodgrains carried by Indian and foreign Vessels.

(figures in '000 tons)

year	Total Qty. carried by both Indian and foreign vessels	Qty. carried by Indian vessels	Percentage of qty. imported in Indian vessels	Percentage of freight paid to Indian vessels	Percentage of freight paid to foreign vessels
1956-57	2127·8	472·1	22·2	12·2	87·8
1957-58	3640·0	483·2	13·3	8·2	91·8
1958-59	3424·3	325·1	9·5	5·8	94·2
1959-60	3763·0	530·8	14·1	9·5	90·5

58. It was stated in evidence that there were already instructions that Indian ships should be given first preference for movement of cargoes on government account. It was stated that the Indian shippers were interested only in carrying foodgrains from nearer countries and that hardly any Indian ships were forthcoming for carrying foodgrains from the U.S.A. One of the difficulties apart from the paucity of Indian owned ships was the non-availability of sufficient cargo from India for export through Indian owned vessels to U.S.A.

Greater use of Indian vessels desirable

The Committee were informed that there were two Committees, namely, the Executive Committee and the Chartering Committee functioning under the aegis of the



Shipping Co-ordination Committee of the Ministry of Transport and Communications, whose functions were to allocate cargoes to all Indian ships and to fix foreign ships for carriage of the cargoes that could not be allocated to Indian ships.

*The Committee consider that as the percentage of foodgrains imported in Indian vessels as compared to the total quantity of imported foodgrains is very small, it is imperative that determined efforts are made to increase the Indian tonnage and ensure that greater use is made of the Indian vessels for importing foodgrains.*

#### Tankers

59. The Committee are glad to learn that the Department of Food has been utilising tankers for transporting wheat from the U.S.A. to Bombay in increasing measure, as the following figures would show:—

Year	'000 tons.
1956	28.7
1957	484.8
1958	619.6
1959	1315.0
Total	2448.1

The Committee were informed that the use of tankers had resulted in a saving in freight and discharge expenses to the extent of Rs. 10 per ton on an average. A further advantage with the use of the tankers was that foodgrains could be discharged from them even in rain, thereby leading to additional savings by way of extra despatch money. *The Committee hope that the Government would continue to make increasing use of tankers so as to economise in freight expenditure.*

#### Demurrage.

60. The following table gives the demurrage paid (port-wise) for foodships during the last four years:—

Name of the port.	1956-57	1957-58	1958-59	1959-60
	Rs.	Rs.	Rs.	Rs.
Bombay . .	3,38,232	28,59,649	11,43,395	2,29,136
Calcutta . .	37,932	8,21,065	8,25,791	3,05,564
Madras . .	..	76,044	..	..
Visakhapatnam . .	..	..	..	6,764
Kandla . .	..	..	30,060	31,032
Cochin . .	..	..	39,500	..
	3,76,164	37,56,758	20,38,748	5,72,496

The representative of the Ministry explained in his evidence that the heavy demurrage charges totalling Rs. 37.57 lakhs and Rs. 20.39 lakhs in 1957-58 and 1958-59 respectively were due to Suez crisis.

61. The following table indicates the despatch money earned for food ships at the various ports during 1956-57 to 1959-60.

Name of the Port	1956-57	1957-58	1958-59	1959-60
	Rs.	Rs.	Rs.	Rs.
Bombay . . .	1,57,288	9,45,365	17,97,634	17,12,773
Calcutta . . .	..	4,63,242	11,74,165	26,06,644
Madras . . .	1,63,749	57,073	67,924	86,753
Visakhapatnam . .	2,190	85,790	28,992	65,016
Kandla . . .	..	5,713	82,416	1,88,840
Cochin . . .	11,972	71,845	7,900	9,597
Bhavnagar . . .	..	..	39,836	23,684
Bedi . . .	..	..	2,764	..
Haldia . . .	..	..	..	10,174
Kozhikode . . .	..	20,600	21,300	..
TOTAL . . .	3,35,199	17,49,628	35,22,931	47,03,481

*The Committee are glad to note that generally there has been increase in the despatch money earned at the various ports.. The Committee trust that no efforts would be spared by Government to increase the earnings of despatch money.*

62. The Committee understand that there have been cases in which foodgrains have been damaged during sea journey or received short. Tables I and 2 below give particulars of such cases during the last four years:—

Foodgrains damaged during sea journey or received short.

TABLE I

	Value of food grains damaged during sea journey for which claims were preferred	Amount for which claims were accepted by the Shipping Interests and realised as on 31-12-60	Amounts for which claims were not accepted and recovery was dropped by Govt. as on 31-12-60	Amounts for which claims were outstanding as on 31-12-1960 against the Shipping Interests
1956-57 .	9.36	2.10	4.67	2.59
1957-58 .	11.65	7.96	2.75	0.94
1958-59 .	13.53	5.25	2.70	5.58
1959-60 .	12.95	2.96	1.04	8.95
	47.49	18.27	11.16	18.06

TABLE 2

	Value of food-grains received short for which claims preferred	Amounts for which claims were accepted by the Shipping Interests as on 31-12-60	Amounts for which claims not accepted and recovery was dropped by Govt. as on 31-12-60	Amounts for which claims were outstanding as on 31-12-60 against the Shipping Interests
1956-57 .	0.97	0.73	0.17	0.07
1957-58 .	6.34	1.53	1.26*	0.08
1958-59 .	0.47	0.26		0.21
1959-60 .	2.62	..	0.01	2.61
	10.40	2.52	1.44	2.97

63. The Committee were informed by the Ministry that in view of the various rights and immunities allowed to a carrier by virtue of Hague Rules Legislations enacted by individual countries, it was very difficult to fix the liability of vessel for damage to cargo. A cargo damage claim was, not, therefore, usually settled for cent per cent of damage. The Missions abroad in the circumstances sometimes took a recourse to compromise settlements in consultation with the Legal and Financial Advisers attached to the Missions concerned. In appropriate cases where the Shipping Companies did not settle the cases to the satisfaction of the Government, the claims were referred either to arbitration or to the Courts of law

*The Committee are constrained to note that claims to the extent of Rs. 21.03 lakhs were outstanding against the shippers on 31st December, 1960 and that some of these claims were as old as four years. The Committee would urge Government to take energetic steps to have the claims settled satisfactorily within the shortest possible time.*

#### D. Clearance at the Ports

Movement  
at Bombay  
and Vizagapatnam

64. Imported foodgrains are cleared at the ports of Bombay, Kandla, Bhavnagar, Calcutta, Vizagapatnam, Madras, Quilon, Alleppy, Cochin, Trivandrum and Kozhikode. The Committee were informed by the Ministry that no difficulties had been experienced in quick clearance of foodgrains from the ports in India for movement to inland centres except at Bombay and Vizagapatnam where difficulties were felt with regard to:—

- (a) inadequate availability of wagons for movement of foodgrains; and

\*Excludes Rs. 3.47 lakhs covered under 'General Average'.

(b) inadequate berthing facilities for foodgrains ships.

As regards the wagon difficulties at Bombay, the Committee were informed that as a result of intensive efforts made, the wagon supply had gone up from an average of 176 per day to 280 in August, 1960.

In regard to the inadequacy of berths at the Bombay port where not more than 4 to 5 berths could be made available for food ships at any one time and bunching was sometimes caused, the Committee were informed that the matter was kept under constant review in consultation with the Port Trust and the Ministry of Transport and Communications.

Regarding Vizagapatnam, it was stated that mostly movement from this port was on the North-East line towards Calcutta and other up country destinations and for wagon supplies the South Eastern Railway depended largely on empties supplied by Southern Railway, which were quite inadequate during certain seasons such as the mango-season or when surplus rice from the coastal regions of Andhra had to move to Madras, Mysore and Kerala. *The Committee would suggest effective measures being taken to improve the movement of foodgrains from Vizagapatnam.*

65. The following statement gives the number of wagons required by the Regional Director (Food), Western Region, Bombay in the docks for loading of foodgrains and the number of wagons which were made available during 1959 and 1960 (January to August):—

Wagon  
supply  
position at  
Bombay.

Year	No. of wagons indented	No. of wagons loaded at docks	No. of wagons not supplied at docks but loaded else- where	Extra Ex- penditure involved
				Rs. nP.
1959	16517	11288	5229	3,31,570.89*
1960 (Jan. to August)	20553	13067	7486	4,74,687.26

\*The basis for extra expenditure has been explained thus by the Department of Food:—

	Per Wagon (20 tons)
(i) An average of 4 miles is taken as Food Department godowns are situated at distances ranging from one to six miles at the rate of Re. 0.61 nP. per ton per mile	Rs. nP. 48.80
(ii) Unloading at Rs. 3.08 nP. per 100 bags (approx. 9 tons)	6.85
(iii) Loading at Rs. 3.49 nP. per 100 bags (Approx. 9 tons)	7.76
	<hr/> 63.41

It will be seen that extra expenditure to the tune of Rs. 3.32 lakhs (approx.) and Rs. 4.75 lakhs (approx.) has been incurred during 1959 and 1960. (January to August) in loading of foodgrains at other rail-heads instead of at Bombay Docks.

*There is need for saving extra expenditure incurred in transporting and loading foodgrains at other rail-heads for despatch. In this connection, the Committee suggest that where the despatch of the entire cargo to outstations direct from the docks is not possible and part of it has to be sent from other rail-heads, it may be ensured that it is not routed through the local godowns unless absolutely necessary, since it involves additional expenditure.*

### E. Storage

Overall  
position

66. The Committee understand that Government have at their disposal 16 lakh tons of hired storage godown capacity for foodgrains. Further, Government have prepared plans to construct storage accommodation for 30 lakh tons inclusive of 6 lakh tons already owned by them. Of these 30 lakh tons, about 20 lakh tons will be for bagged storage divided equally between rice and wheat and the balance of about 10 lakh tons will be bulk storage for wheat in silos as well as flat storage. A statement showing centres and capacity for construction of storage godowns is given in Appendix X.

Factors  
governing  
location and  
capacity of  
godowns

67. The Committee were informed that the following factors were taken into account to determine the location and capacity of godowns.

(a) Silos may be constructed at the important ports at which the grain ships are received so as to ensure fast handling of the ships. The capacity of the silos has been determined largely by the quantities imported at each port and partly by the land which could be made available to the Department of Food by the port authorities concerned.

(b) The bulk of inland storage accommodation may be located in the deficit areas so that reserve stocks can be readily made available to the State Governments and the consumers. The exact location and capacity within these deficit areas has been largely determined by transport facilities available and the areas that can be served from these centres. Some of the interior godowns will be of flat storage type.

.. (c) Some godowns for temporary storage of procured foodgrains may be constructed in the surplus areas, before the grain can be moved to the deficit areas for consumption. A relatively small amount of transit storage of this type will be required.

68. The representative of the Ministry stated in evidence that Government proposed to have buffer stock of 5 million tons of foodgrains by 1964 and they were planning to have the requisite storage accommodation for it by that year. *There has to be intimate co-relationship between the quantum of foodgrains required for buffer stock, the need for its disposition in various parts of the country and the storage accommodation required for this purpose. In this context, the Committee would like to refer to the following observations of the Foodgrains Enquiry Committee (1957).*

Storage  
Accommoda-  
tion vis-a-vis  
Buffer Stock.

"Reserve stocks... should be maintained at certain special points. In our view, these points, in order of preference, should be (a) ports and metropolitan areas, (b) chronically deficit areas (c) areas generally affected by floods and drought and (d) important centres from the point of view of transport."

*The Committee hope that all such points will be taken into account by the Government in deciding its storage programme.*

69. A statement showing the storage capacity (used for foodgrains) at ports during 1956-57, 1957-58, 1958-59 and 1959-60 is given in Appendix XI.

Storage  
capacity at  
Ports.

*The Committee note that there has been no increase in Government-owned capacity for foodgrains in Calcutta and Bombay in 1959-60 as compared to 1956-57. As these ports handle a large volume of imports of foodgrains, the Committee feel that Government should have taken suitable steps to increase the capacity during that period.*

70. The Committee note that the plan prepared by the Food Department for construction of storage accommoda-

Silos.

tion for 50 lakh tons provides for construction of silos as per details below:—

	Tons
<i>Andhra</i>	
Vizagapatnam . . . . .	20,000
<i>Gujrat</i>	
Kandla . . . . .	50,000
<i>Maharashtra</i>	
Bombay . . . . .	50,000
<i>Madras.</i>	
Madras . . . . .	50,000
<i>West Bengal</i>	
K.P. Docks . . . . .	27,000
Kalyani . . . . .	100,000
<i>U.P.</i>	
Hapur . . . . .	10,000
	<u>3,07,000</u>

The silo at Hapur has already been constructed. It is understood that detailed designs for silos are under preparation. The silo-cum-elevators to be put up at ports are likely to be fitted with mechanical discharging equipments as well as automatic bagging and stitching machines. The cost of construction of silo-cum-elevator is stated to be about Rs. 250 per ton. It was stated in evidence that silo-cum-elevators were no doubt costly but they would enable a quick turn round of ships and more despatch money to be earned.

Nature and  
size of Silos.

71. The Committee recommend that the long term requirements should be fully taken into account in determining the size and nature of storage/handling facilities to be provided in the silos. The Committee further suggest that the desirability of making provision for equipping the silo-cum-elevators with permanent "built-in" temperature indicating apparatus for facilitating supervision of grain storage may also be examined.

72. The Committee were informed that additional storage to the extent of 1.14 lakh tons had been found by having stacks 18 bags high instead of 15. *The Committee suggest that Government may consider the possibility of raising the stacks, wherever possible, to 20 bags as is stated to be the practice in sugar factories. Further, the standard fixed in respect of height of government godowns may be reviewed giving due consideration to all the relevant factors, such as additional cost, storage accommodation arrangements required for stacking etc.*

Raising of  
stacks.

73. *During their visit to the Food Department storage godowns at Sewri, the Study Group of the Committee noticed that in two instances the entries in the Stack Card regarding the date of arrival of foodgrains in godowns had not been correctly made. As such records are of vital importance, the Committee recommend that Government may take necessary steps to ensure that there is no slackness in their maintenance. The Study Group of the Committee had further noticed that the sanitary conditions in the Lumber Shed and dry house were far from satisfactory. The Committee consider that such establishments should be subjected to strict sanitation laws and inspections and suggest that suitable instructions should issue in the matter.*

Storage  
Godowns  
Sewri.

74. *Grain Storage Research and Training Centre, Hapur imparts training in scientific methods of storage and inspection and conducts research in scientific storage. The Committee understand that two research schemes have been undertaken by the Grain Storage Research and Training Centre, Hapur. The first project which is about the determination of the storability of the foodgrains has been more or less completed. The second project which relates to the examination of the comparative storage conditions under various types of storage—silo, flat, conventional and underground—is on hand. Scientific papers about the research being carried out are under preparation. The Committee consider that it would be useful if a brief mention of the programme of work of the Grain Storage Research and Training Centre and the progress made by it during the year is made in the Annual Report of the Ministry of Food and Agriculture—Department of Food.*

Grain  
Storage  
Research  
and Training  
Centre,  
Hapur.

75. *There is a Foodgrains Storage Advisory Committee consisting of 9 members out of whom two are non-officials, whose function is to suggest steps for avoiding losses in grain stored by the trade and other organisations. In pursuance of the recommendations of this Committee, demonstrations have been organised at various centres in the country showing scientific methods of preservation and handling of grain*

Storage  
Advisory  
Committee.



and two brochures containing consolidated information on some aspects of handling of foodgrains and storage have been issued.

Pamphlets  
on preservation  
methods.

76. It was stated in evidence by the representatives of the Ministry that draft pamphlets giving methods of preservation of foodgrains were under consideration of the Storage Advisory Committee and it was expected that in a few months some of them would be finalised and printed.

Introduc-  
tion of short  
term course  
on Preserva-  
tion.  
Methods in  
Colleges.

77. *The Committee consider that it might be useful if a short course on methods of preservation of foodgrains is introduced in agricultural colleges and included in the syllabus for agricultural graduates. They suggest that the feasibility of this proposal may be examined.*

#### IV. MISCELLANEOUS

##### A. Subsidiary Foods

78. The Government of India appointed in 1949 the Subsidiary Food Production Committee to make recommendations on the feasibility of a scheme of production and utilisation of subsidiary foods, the extent to which and the form in which it should be expanded and the likely cost involved so that if large scale production had to be undertaken, arrangements could be made in sufficient time for the expansion of production. A summary of the conclusions reached by the Subsidiary Food Production Committee is given in Appendix XII. According to that Committee bananas, sweet potatoes, tapioca and groundnuts are suitable for development as subsidiary foods. It was stated in evidence that at that time rationing was obtaining in the country and that the subsidiary food was intended to be issued as part of the rations so as to meet cereal deficiency. The Government, however, did not consider it practicable to issue this as part of the ration and it was decided that it should be a voluntary effort.

Report of  
the Subsidi-  
ary Food  
production  
Committee.

79. It was further stated in evidence that not much had been done till 1959 in encouraging the production and consumption of subsidiary foods in India. *The Committee are constrained to observe that sufficient interest has not been shown in the past in dealing with this matter. The importance of taking effective measures for encouraging the production and consumption of subsidiary foods to the maximum possible extent cannot be too strongly emphasised considering the heavy imports of foodgrains and consequent drain on foreign exchange.* The representative of the Ministry agreed that necessary steps in this regard should have been taken earlier.

Insufficient  
interest  
shown by  
Government.

80. The Department of Food set up a Scientific Food Advisory Panel in 1959 to advise the Government regarding suitable application of science and technology to the conservation and better utilisation of food resources and to initiate appropriate programmes for achieving diversification in the Indian dietary. The Advisory Panel made several suggestions which were circulated among other Ministries and organisations concerned. The Committee understand that the Department of Food have taken cognizance of these suggestions while formulating proposals for the development

Scientific  
Food Advi-  
sory Panel.

and popularisation of subsidiary foods for the Third Five Year Plan. The Committee were informed that a sum of Rs. 8 crores had been tentatively allocated for the development and popularisation of subsidiary foods during the Third Plan period.

Future lines  
of develop-  
ment.

81. Some of the important items on which development will be undertaken are as under:—

- (i) Increase in agricultural production of subsidiary foods.
- (ii) Conservation of perishable foods through the development of dehydration and other methods of preservation.
- (iii) Development and popularisation of edible groundnut flour.
- (iv) Development and popularisation of improved food-stuffs such as multipurpose food, Macaroni, enriched wheat flour etc.
- (v) Development and popularisation of parboiled rice by improved methods.\*
- (vi) Development of food from lower plants such as yeast, algae, mushrooms etc.
- (vii) Campaign for diversification of the diet and promotion of suitable dietary habits.
- (viii) Dissemination of scientific information.

It is further understood that some preliminary work has been undertaken in respect of some of these programmes. It has been decided to set up two units each of 10 tons capacity per day for the production of edible ground-nut flour, one at Bombay and the other at Madras with UNICEF assistance. The projects are expected to go into production by the middle of 1961. *The Committee suggest that Government may take necessary steps to see that these units start functioning very early and that simultaneously effective publicity is done amongst the consumers to encourage consumption of such subsidiary foods.*

Meetings of  
the Scientific  
Food Advisory  
Panel.

82. The Committee understand that only two meetings of the Scientific Food Advisory Panel have been held so far since its inception in 1959. *The Committee feel that it would be desirable for this Panel to meet more often than at present to make recommendations for and review the progress made regarding the production, conservation and effective utilisation of subsidiary foods.*

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\*See para 85.

## B. Consumption Pattern

83. Indian diet suffers from heavy imbalance and is unduly weighted with cereals. The Tables A and B indicate the daily intake of foodstuffs in India and the annual consumption of foodstuffs in Canada:—

TABLE A

Daily intake of foodstuffs in India (Averages : 1935-48, 1955-58)  
(In ozs. *per capita*)

Foodstuffs	Nutrition Advisory Committee recommen- ded allowance	Mean Intake 1935-48	Mean Intake 1955-58
Cereals . . . .	14	16.62	16.59
Pulses . . . .	3	2.26	2.39
Leafy Vegetables . . . .	4	0.85	0.71
Other Vegetables . . . .	6	4.10	3.20
Ghee & Oils . . . .	2	0.92	0.52
Milk & Milk Products . . . .	10	3.31	2.81
Meat, Fish and Eggs . . . .	4	0.94	0.47
Fruits (and nuts) . . . .	3	0.58	0.21
Sugar & jaggery . . . .	2	0.67	0.71
Total Cereal Foods . . . .	14	16.62	16.59
Total Non-Cereal Foods . . . .	34	13.63	11.02

TABLE—B

Annual Consumption of Foodstuffs in Canada (Averages :  
1935-39, 1951-55)

(In lbs. *per capita*)

Commodities I	1935-39 2	1951-55 3
Cereals . . . . .	202	166
Potatoes . . . . .	200	145
Other Starches . . . . .	106	108

1	2	3
Fruits . . . . .	113	169
Vegetables . . . . .	127	136
Oils & Fats . . . . .	16	29
Dairy Products . . . . .	449	448
Red Meat . . . . .	117	140
Poultry Meat . . . . .	21	28
Eggs . . . . .	31	35
TOTAL . . . . .	1,382	1,404

A notable fact that emerges from these comparisons is that while the diet of an average Canadian is rich in nutritive foods, the diet of an average Indian is quite poor. The diet in the rest of the Western countries may follow the same pattern more or less. Compared to balanced diet requirements, the food of an average Indian today contains more than the required quantity of cereals and far less the quantity of vegetables, fruits, milk and milk products, sugar and meat. Diversion to non-cereals would help in solving the food problem. *The Committee consider that effective measures are necessary to curb this tendency for consumption of cereals by education and publicity so that the imbalance in diet is lessened. They note with regret that no serious efforts have been made so far to effect this desirable and imperative reform. It almost looks as though there is a feeling of resignation that the task is too big to be undertaken.*

### C. Rice Milling Industry

Rubber  
cones.

84. It was stated in evidence by a representative of an important Rice Millers Association that if rubber cones were used for shelling in the rice mills, as in Japan, whole rice to the extent of 99% would become available as against the present yield of 80 to 85% with emery cones. He suggested that in view of the substantial advantages to be gained, foreign exchange should be made available for importing rubber cones and ancillary machinery. The representative of the Ministry stated that the Rice Committee of the F. A. O. had been considering the proposal of introducing rubber rollers in other countries. Studies however showed that while rubber rollers were well suited to the Japanese variety of rice (round grain) they were not suited to common variety of rice (long grain) grown in other countries. In the case of Indian rice which was of the long grain variety, some work regarding the suitability of rubber cones for shelling paddy had been done in the Central Rice Research Institute, Cuttack and they were found to be not very suitable to Indian conditions.

*The Committee suggest that Government may consider the desirability of carrying out further detailed experiments on the suitability of the use of rubber cones in the rice mills in India for shelling the different varieties grown in the different areas and publicise the results for the information of all concerned.*

85. The Committee would also like to draw attention to their recommendation in para 59 of their 83rd Report on the adoption of the technique developed in the Central Food Technological Research Institute, Mysore for parboiling of paddy. They had observed that the new parboiling technique took only a few hours instead of a few days required for the purpose and that the resulting rice was claimed to be far superior and more wholesome. The yield of rice was more and there was very little wastage and that the extended application of the technique was estimated to save the country a few lakh tons of rice. *The Committee suggest that the adoption of the new technique throughout the country might be given high priority.*

86. It was stated by a Rice Millers Association of Andhra Pradesh in evidence before the Committee that Central Sales tax@1% was being recovered by the State Government from the Andhra Pradesh Rice Millers for the rice acquired although assurance had been given to them that the burden of 1% Central Sales tax would be borne by the Government of India. The representative of the Ministry later confirmed this in his evidence before the Committee. *The Committee suggest that necessary instructions on the subject may be issued without delay.*

Refund of  
Central Sales  
Tax to Rice  
Millers.

#### D. Gift Supplies

87. The Committee find that the Indo-US Agreement dated the 9th July, 1951 regarding Relief Supplies *inter alia* provides that "the Government of India shall accord duty-free entry into India and the State and local Governments shall levy no duty, tolls or taxes on supplies of goods and standard packs for relief and rehabilitation donated through United States voluntary non-profit relief agencies (including the American Red Cross) qualified under applicable Economic Cooperation Administration regulations and consigned through the Regional Director of Food of the Government of India at the port towns of Calcutta, Madras and Bombay or at designated airports to voluntary relief and rehabilitation organisations, including branches of these agencies in India, which have been or hereafter shall be approved by the Government of India."

Indo-US  
Agreement  
1951 re:  
Relief  
Supplies.

Distribution  
of Gift  
Supplies

88. The Committee understand that complaints have been voiced on the floor of the House in the past that the supplies received under this Agreement are exploited by the distributing agencies. The Committee note that the Deputy Minister (Food) had stated in the Lok Sabha on 10th August 1956\* that there was under consideration a proposal to see that as much of these gifts as possible was channelised through Government Departments, and this was reiterated by the Deputy Minister of Agriculture in the Lok Sabha on 19th December 1956\*\* thus:

“We are going to revise this agreement very soon, when everything will be corrected.”

*The Committee while appreciating the aid that is being given by voluntary agencies of U.S.A. and the need for providing certain concessions by way of exemptions from duty etc. to the aid goods, are also anxious that any doubts which may be in the minds of the people regarding the uses they are put to should be removed. It is for this reason that the Committee would recommend that the revision of the agreement referred to above should not be delayed.*

NEW DELHI;  
March 24, 1961  
Chaitra 3, 1883 (Saka)

H.C. DASAPPA,  
Chairman,  
Estimates Committee.

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Lok Sabha Debates dated 10-8-56 wf. 1089.

Lok Sabha Debates dated 19-12-56 Col. 1704.

## APPENDIX II

(Vide para 4)

*Statement showing the sanctioned as well as the number of posts filled in the Secretariat of the Department of Food as on 1st April, 1958-1959 and 1960*

Sl. No.	Designation	Scale of pay	As on 1-4-58		As on 1-4-59		As on 1-4-60		Remarks
			Posts sanctioned	Posts filled	Posts sanctioned	Posts filled	Posts sanctioned	Posts filled	
1	2	3	4	5	6	7	8	9	10
<i>Class I</i>									
1	Secretary	Rs. 4,000	1	1	1	1	1	1	1
2	Director General of Food and Joint Secretary	3,000	2	2	2	2	2	2	2
3	Officer on Special Duty	1600—100—1800	1	1	1	1	1	1	1
4	Dy. Secretary	1100—50—1300—60—1800	4	3	4	4	5	5	5



1	2	3	4	5	6	7	8	9	10
5	Chief Director of Movement	No Scale: Officer appointed on deputation from the Railways.	1	1	1	1	1	1	
6	Chief Director of Purchase	If held by Military Officer, his rank pay, when held by a Civilian, Director's scale plus Rs. 200/- special pay.	1	1	1	1	1	1	
7	O.S.D. (Engineering)	Rs. 1750—100—2150 (for ISE Officer) Rs. 1300—60—1600 (for New ISE Officer plus Rs. 250/- Special pay).	1	1	1	1	1	1	
8	Under Secretary	800—50—1150	12	12	16	16	15	15	
9	Special Director	1300—60—1600	1	1	1	1			
10	Director	1000—50—1300—60—1600	5	5	7	7	6	*6	*One Jt. Director against a post of Director.
11	Dy. Director	600—40—1000—1000—1050—1050—1100—1100—1150	12	12	11	11	12	12	



I	2	3	4	5	6	7	8	9	10
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*Class II (Non-Gazetted)*

1	Assistant	160-10-300-E.B-15-450	228	206	247	245	250	250	
2	Stenographers	160-10-330	46	44	49	47	47	46	
3	Movement Inspector	250-15-400-20-500	5	5	12	10	12	12	
4	Technical Assistant (Statistics)	250-10-300-15-450 25/2-500	1	1	1	1	1	1	

*CLASS III*

1	U.D.C.	80-5-120-EB-8-200 -10/2-220	86	86	90	88	86	86	
2	L.D.C.	60-3-81-EB-4-125 -5-130.	333	323	342	320	336	327	
3	Technical Assistant	160-10-330	14	14	15	4	8	8	
4	Analysar	160-10-330	1	1	1	1	1	1	
5	Inspector	160-10-330	12	12	6	6	..	..	
6	Assistant Analyser	80-220	2	2	2	2	2	2	
7	Laboratory Assistant	60-4-120-5-150	3	3	3	3	3	3	
8	Draftsman	150-7-185-8-225	4	4	4	4	6	4	

9	Telephone Operator	Rs. 72-4-120-EB-5-170	3	3	3	3	3	3	3
10	Steno-typists	Rs. 20. Pay in LDC's scale +	5	5	5	5	5	5	5
11	Verification Inspectors	120-8-200	14	14	14	13	14	14	14
12	Staff Car Driver	60-5/2-75	3	3	3	3	5	5	5
13	Research Investigator	160-10-330	3	3	..	..	..	..	..
14	Technical Clerk	60-130	1	1	..	..	..	..	..
15	Computer	60-4-120-EB-5-150	1	1	..	..	..	..	..
16	Jr. Chemist	250-15-340-20-400	..	..	1	1	1	1	1
17	Gestetner Operator(s)	60-5/2-70	..	..	1	1	1	1	1
18	Inspector (M.I.)	160-10-330	..	..	..	..	4	4	4
19	Engineering Supervisors	300-20-500	..	..	..	..	1	1	1
20	Orderly Officer	160-10-330	..	..	..	..	1	1	..
<i>CLASS IV</i>									
1	Lab. Attendant	40-2-60	1	1	1	1	1	1	1
2	Pickers	40-2-60	19	18	19	19	19	19	19
3	Gestetner Operator	40-1-50-2-60	2	2	1	1	1	1	1
4	Jemadar	35-1-50	4	4	4	4	4	4	4
5	Daftry	35-1-50	50	49	52	52	51	51	51
6	Peon	30-1/2-35	175	168	175	173	173	173	173

1	2	3	4	5	6	7	8	9	10
7 Farash	.	.	30-1-35	18	16	18	16	18	17
8 Sweepers	.	.	30-1-35	24	24	24	24	24	24
9 Sentries	.	.	35-1-50	..	..	..	..	..	..
10 Tindal	.	.	35-1-50	1	1	..	..	..	..
			294	283	294	290	291	290	

### APPENDIX III

(Vide Para 15)

Statement showing the sanctioned and actual strength of officers and staff of the Subordinate offices of the Department of Food (classwise) as on 1-4-58, 1-4-1959 and 1-4-1960

S. No.	Name of office	Class of post	1-4-1958		1-4-1959		1-4-1960	
			Sanctioned	Actual	Sanctioned	Actual	Sanctioned	Actual
1	2	3	4	5	6	7	8	9
1	Regional Director (Food) Madras	I	37	37	35	32	35	33
		II	10	10	10	9	10	9
		III	1,422	1,225	1,376	1,275	1,354	1,324
		IV	1,486	1,155	1,293	1,196	1,179	1,123
2	Regional Director (Food) Calcutta	I	35	33	34	31	35	34
		II	8	7	8	6	12	12
		III	1,257	1,173	1,473	1,288	1,681	1,638
		IV	1,319	1,259	1,680	1,469	1,842	1,678

1	2	3	4	5	6	7	8	9
3	Regional Director (Food) New Delhi . . . . .	I II III IV	12 7 288 280	12 7 282 276	18 9 506 568	16 7 454 470	22 11 661 777	18 10 577 678
4	Regional Director (Food) Bombay . . . . .	I II III IV	38 8 1,399 1,532	38 8 1,154 1,313	37 11 1,469 1,668	37 10 1218 1,370	37 11 1,392 1,538	37 10 1,338 1,388
5	Regional Director (Food) Vijaya-wada . . . . .	I II III IV	9 5 201 31	9 5 190 24	11 5 243 35	11 5 194 32	6 2 129 23	6 2 126 22
6	Joint Director (Food) Bilaspur . . . . .	I II III IV	.. .. .. ..	.. .. .. ..	.. .. .. ..	.. .. .. ..	14 5 228 46	14 5 192 40
7	Joint Director (Food) Cuttack (closed) . . . . .	I II III IV	.. .. .. ..	.. .. .. ..	11 6 208 47	11 4 208 47	.. .. .. ..	.. .. .. ..
8	Assistant Director (Food) Chandigarh . . . . .	I II III IV	.. .. .. ..	.. .. .. ..	.. .. .. ..	.. .. .. ..	1 .. 20 1	1 .. 18 1

1	2	3	4	5	6	7	8	9
9	Food Attache, Rangoon	.	4	4	4	4	4	4
		I	..	..	..	..	..	..
		II	14	14	14	14	14	13
		III	6	6	6	6	6	6
		IV						
10	Deputy Director (Incharge) Grain Storage, Research and Training Centre, Hapur	.	..	..	3	1	3	2
		I	..	..	..	..	..	..
		II	..	..	6	1	6	5
		III	..	..	2	..	2	2
		IV	..	..				



#### APPENDIX IV

(Vide para 23)

*Note on the estimated production and consumption of foodgrains, particularly wheat and rice, in the country for 1960-61.*

Complete estimates of the production of foodgrains for the year 1960-61 are not yet available. About 87% of the production of foodgrains is assessed on the basis of crop cutting experiments carried out on sample survey technique and for the remaining about 13%, the production is estimated on the basis of the yield per acre and the area under cultivation indicated by the Revenue Departments of the State Governments concerned. Roughly, the crop cutting experiments cover the following percentages of the production of different foodgrains:—

Rice	89.9%
Jowar	99.8%
Bajra	98.4%
Maize	78.6%
Ragi	76.8%
Small millets	13.7%
Wheat	99.2%
Barley	98.7%
Cereals as a whole	90.0%
Pulses	
Gram	99.1%
Tur	75.7%
Other pulses	39.2%
Total pulses	73.1%
Total foodgrains:	87.3%

The complete results of crop cutting experiments for *kharif* cereals and pulses are not yet available. The *rabi* crops have to be harvested and firm indication of the crop prospects cannot, therefore, be given.

On the basis of information about the area under cultivation and the expected yield, it is very roughly estimated that the production of foodgrains in 1960-61 will be equal to, or even slightly better than, in 1958-59; in other words, the production of the order of 76 million tons.

2. Under the conditions of decontrol it is difficult to assess accurately the consumption requirements of the country. On the basis of expected increase in population and increase in the *per capita* income, a rough assessment of the consumption requirements of foodgrains in 1961 has been made. During the base period of the Second Five Year Plan, the availability of foodgrains (average of the triennium ending 1956-57) was about 69 million tons. It is expected that the population during the Second Five Year Plan period will have increased by 10% and the *per capita* consumption expenditure on all goods and services by about 9%. Assuming income elasticity (the expenditure elasticity, to be precise) of demand for foodgrains to be 0.6, the total increase in the demand for foodgrains works out to about 16% over the base period. On this basis the demand for foodgrains in 1961 works out to about 80 million tons.

## APPENDIX V

(Vide para 40)

*Note stating the latest position regarding Food Bones and Cordons*

The following are the existing zones and zonal restrictions on the movement of foodgrains:—

### 1. RICE

The export of rice, paddy and their products from and import into, the following rice zones is prohibited subject to certain minor exceptions. Movement within each zone, however, is free and without restriction except that:—

- (a) export of paddy from Punjab to other parts of the Northern Zone is prohibited;
- (b) export of rice and paddy including their products from Delhi to other parts of the Northern Rice Zone is prohibited.

#### (A) *Multi-State Zones:*

- (i) *Northern Rice Bone* comprising the State of Punjab and Union territories of Delhi and Himachal Pradesh;
- (ii) *Southern Rice Zone* comprising the States of Andhra Pradesh, Kerala, Madras, Mysore and Pondicherry;
- (ii) *Eastern Rice Zone* comprising the States of Orissa and West Bengal.

#### (B) *Single-State Zones:*

- (i) Madhya Pradesh—Under an arrangement introduced from about the end of November, 1960, export of rice from M.P. to Maharashtra and Gujarat States through licensed traders has been permitted.
- (ii) Assam.
- (ii) Bihar.
- (iv) Uttar Pradesh.

The export of rice from Manipur and Tripura Union territories, is also prohibited.

Import of rice, paddy and their products from Uttar Pradesh, Madhya Pradesh and Punjab into Rajasthan is prohibited.

## II. WHEAT

(a) The export of wheat and wheat products from and import into the following wheat zones subject to some minor exceptions are prohibited.

- (i) *Northern Wheat Zone* comprising the State of Punjab and the Union territories of Delhi & Himachal Pradesh.
- (ii) The State of U.P.
- (iii) The State of Rajasthan.
- (iv) The State of Madhya Pradesh—The export of wheat and wheat products from Madhya Pradesh to the States of Maharashtra and Gujarat through licensed traders is permitted.
- (v) The State of Maharashtra and Gujarat—Import of wheat and wheat products from Madhya Pradesh through licensed traders is permitted.

The following are some of the important exceptions:—

- (i) Export of fines (*maida, rawa and sooji*) from these zones to the Southern States of Andhra; Madras, Mysore and Kerala is permitted.
  - (ii) Mills in Punjab can export wheat products to Rajasthan.
  - (iii) Export of *maida, rawa* and *sooji* from Madhya Pradesh, Maharashtra and Gujarat to Rajasthan is permitted.
  - (iv) Export of wheat and wheat products from Punjab to J and K is permitted.
- (b) The export of wheat and wheat products is prohibited from:—
- (i) *Southern Wheat Zone* comprising the States of Andhra Pradesh, Kerala, Madras, Mysore and Pondicherry;
  - (ii) Assam.
  - (iii) Bihar.
  - (iv) West Bengal.
- (c) The export of wheat and wheat products from Delhi to other parts of the Northern Wheat Zone is also prohibited.
- (d) Import of wheat *atta* from Punjab into Delhi is prohibited.

## III. OTHER FOODGRAINS:—

Export of gram, barley and their products and maize and marua is prohibited from Bihar.

## APPENDIX VI

(Vide para 50)

*Note stating briefly particulars of various agreements/arrangements under which foodgrains are imported at present*

(a) (i) U.S.A.—Foodgrains under P.L. 480

Dollar funds for payment for the foodgrains purchased from U.S.A. under P.L. 480 Agreements are made available by U.S. Government, and the Government of India only pay the equivalent amount in Indian rupees. The U.S. Government also provide dollar funds for freight of 50% of the foodgrains, which have to be carried in U.S. flag vessels. The Government of India reimburse the freight also in rupees. A major portion of the rupees accruing to the U.S. Government are allocated to the Government of India as loan or grant.

In order that the supply of large quantities of foodgrains under P.L. 480 does not disrupt the normal trade pattern, an obligation is placed on the Government of India to purchase a certain minimum quantity of wheat each year as usual commercial imports.

The purchase of foodgrains imported under P.L. 480 is made in the open market and the prices vary from time to time.

Foodgrains under P.L. 480 are at present being imported under agreements of September 1958, November 1959 and May 1960. Certain details in regard to these agreements are given below:

Agreement	Amount provided for purchase of commodities (converted into crores of rupees, apprx.)	Approximate Quantity expected to be purchased	Qty. actually shipped upto 31-8-60	Value of the Qty. shipped upto 31-8-60
1	2	3	4	5
		(’000 tons)	(’000 tons)	(Crores of Rs.)
September, 1958				
Wheat .	95.2	3545.0	3483	102.2
Corn .	1.9**	27.5	27	0.7

\*\*Out of this provision of the dollar equivalent of about Rs. 1.9 crores, dollar equivalent of about Rs. 1.2 crores was allotted to Ministry of C. & I. for import of corn for starch factories. The balance of Rs. 0.7 crores was estimated to fetch about 27.5 thousand tons of corn.

1	2	3	4	5
		(000 tons)		(Crores of Rs.)
November, 1959				
Wheat .	86.7	3000.0	2740	78.9
Rice .	11.2	200.0	199	10.8
May, 1960.				
Wheat .	459.5	16000.0	13	0.4
Rice .	55.2	1000.0	Nil	Nil

(ii) *Burma*: Rice is being imported from Burma under the Long Term Agreement of May, 1956 and the *ad-hoc* Agreement of September, 1959. Under the Long Term Agreement of May, 1956 (expiring this year) India is to purchase  $3\frac{1}{2}$  lakhs tons of Burma rice in 1960. The payment for this rice is to be made in pounds sterling. The total F.O.B. cost of the entire quantity of  $3\frac{1}{2}$  lakhs tons stipulated for import in 1960 would come to about 15 crores of rupees. Out of the 3.5 lakh tons, so far about 2.6 lakh tons costing about 11 crores of rupees has been received in India in 1960.

Under the *ad-hoc* agreement of September, 1959 India was to purchase upto 1.5 lakh tons of Burma rice of 1959 crop, and the payment for the rice was to be made in non-convertible Indian rupees to be utilised for purchase of additional Indian goods on the basis to be mutually agreed upon between India and Burma. Out of the said  $1\frac{1}{2}$  lakh tons, which were to cost about  $6\frac{1}{2}$  crores of rupees, about 45 thousand tons costing about 2 crores of rupees have been so far received.

(iii) *U.A.R.*: An agreement was signed in March, 1960 with the Misr Foreign Trade Company, Cairo for the purchase of one lakh tons of U.A.R. rice. The total cost of the rice under this agreement will be about  $4\frac{1}{2}$  crores of rupees, and the payment for the rice is to be made in non-convertible Indian rupees to be used for financing purchase of Indian goods in accordance with another agreement entered into with the Sellers on the same date.

So far about 94 thousand tons of rice under the agreement have arrived, and some 10 thousand tons more are expected to arrive by the end of September, 1960 (the quantity of one lakh tons may thus be exceeded by about 4,000 tons)

(iv) *Australia and Canada*: There are no standing agreements with Australia and Canada for purchase of wheat. However, we fulfil our obligation of usual commercial imports of wheat (undertaken in the P.L. 480 Agreement with U.S.A.) by *ad-hoc* purchases mainly from Australia and to some extent from Canada. Australian wheat is paid for in sterling currency and Canadian wheat is paid for in Canadian dollars.

(b) The arrangements are generally working satisfactorily.

## APPENDIX VII

(*Vide para 52*)

*Note detailing inspection arrangements in respect of foodgrains*

Wheat and rice are the foodgrains mainly imported. Milo and Maize, which constitute the coarse grain, are occasionally imported. Wheat is imported largely from the U.S.A., Australia and Canada; rice from Burma, U.S.A. & Egypt; and Milo and Corn from the U.S.A. Small quantities of rice were also imported from Viet-Nam and China during the years 1956 and 1957.

(u) *Inspection Arrangements—U.S.A. & Canada:*

All foodgrains are purchased in these countries according to the specifications for various classes, types and grades laid down under the respective statutory provisions of the Grain Standards Act. In the U.S., purchases are effected by calling tenders. The grain according to the Grain Standard Act has to be inspected at the time of shipping in relation to the Official Grain Standards of the U.S. by an inspector licensed by the U.S. Department of Agriculture. The supplier has to furnish a certificate of inspection to the I.S.M. The inspectors are also required to inspect the holds of the empty vessels before loading starts to ensure that these are fit for receiving the cargo and also are free of infestation. These inspectors also have powers to stop loading in case the grain being loaded does not conform to the required standards of the importer. A check on the work of the licensed inspectors is maintained by the District Grain Inspectors and the Federal Inspection Organisation of the U.S. Government, who make surprise checks, from time to time.

From Canada, wheat is exported by the Canadian Wheat Board, which is a statutory Organisation, through its established exporters. The grain is inspected in relation to the Grain standards by the Board of Canadian Grain Commissioners, which is an official organisation. A certificate of quality is issued only when the grain loaded conforms to the required standard.

*Australia:* The purchases of wheat from Australia are made by the High Commissioner for India in London, who negotiates with the Australian Wheat Board, a statutory body, through the Australian Wheat Committee in London. There are no statutory Grain Standards in Australia and the sales are effected on the basis of type samples officially established as a Fair Average Quality of the State of origin for a particular crop year. The grain loaded is inspected by the official organisation of the Australian Wheat Board in relation to the type sample and a certificate is issued to that effect.

*Burma:* Rice from Burma is supplied by the State Agricultural Marketing Board of the Government of Union of Burma. The quality specifications are laid down every year by mutual agree-

ment. The rice offered for shipment is subject to a joint analysis by the seller, buyer and the Board of Panel of Surveyors, which is an independent organisation of the Government of the Union of Burma. In addition to the joint analysis, at the time of loading into the ship, preliminary inspection of the rice in the mills is allowed and this is carried out by the Food Attache of the Government of India and his staff by drawing representative samples and comparing them with the specifications.

*China:* For the purchase of rice in 1956, specifications mutually agreed upon were laid down and the stocks were supplied by the Government of People's Republic of China. The inspection and supervision of rice for quality was carried out by the China Commodity Inspection and Testing Bureau, an official agency of the Chinese Government. Government of India also posted an observer to watch on the quality at the time of loading.

*Viet Nam:* Rice was purchased from the National Sundry Export Corporation and the National Corporation for the Export and Import of Agricultural Products, an official agency of the Democratic Republic of Viet Nam, during the year 1957. Specifications mutually agreed upon were laid down in the contract. Inspection for quality was carried out by the Commodities Inspection and Testing Bureau of the Democratic Republic of Viet Nam, at the time of loading.

*Egypt:* Specifications mutually agreed upon were laid down in the contract for the purchase of rice from Egypt. Grain was inspected for quality by the Export Control Office of the Directorate of Exports and Disposals of the Products, an official agency of the Government of the U.A.R. and a certificate to that effect was issued. Government of India had posted an officer with 4 inspectors, who inspected the quality in the mills. They also carried out an inspection at the time of loading, side by side with the official agency of the Government of U.A.R.

*(b) Inspection arrangements at the unloading centres in Indian ports*

All the imported foodgrains are subjected to a thorough inspection and analysis on arrival in India by adequately trained technical staff of the Government of India. For this purpose, Foodgrains Analysis Laboratories equipped with required technical apparatus have been established at the major ports.

As soon as the steamer arrives, a Technical Officer carries out a preliminary inspection before unloading is started. Subsequently when unloading starts, representative samples are drawn at regular intervals. A watch also is kept on general quality of the grain that is being unloaded. In case any damage or serious defects are noticed, a special inspection or a survey is arranged for. A detailed examination of the samples drawn is carried out in the laboratory in relation to the specifications under which the grain was imported. A part of these samples are sent to New Delhi to be analysed in the Central Grains Laboratory of the Food Department as a check on the analysis at the ports. On an average about 75 samples are drawn for each vessel, 50 of which are analysed at the port and 25 sent to Delhi. The results are finally grouped together, reviewed and defects, if any, in quality are reported to the exporting country.

## APPENDIX VIII

(Vide para 54)

*Statement showing particulars of the cases in which foodgrains imported from abroad have not conformed to the agreed specifications from 1956-57 onwards*

Particulars of the case	Particulars of food-grains with quantity involved in each case	Name of the country exporting	Date when inspected by Food Department officials	Date when the case was referred to the exporters	Present position of the case
	(a)	(b)	(c)	(d)	(e)
Excessive dockage and rebate.	Wheat	26,590 U.S.A.	The rebate was recovered from the exporters on the basis of inspection carried out in U.S.A. by Licensed Inspectors of the U.S.D.A.	Rebate was recovered from the suppliers at the time of payment.	Rebate having already been recovered, no further action was called for.
Grain containing excessive moisture content.	Milo	9,900 U.S.A.	28-10-58 to 30-12-58.	The matter was referred to I.S.M., Washington on 8-4-59.	Recovery to the extent of the value of excessive moisture has been effected.
Live infestation	Wheat Wheat	1,97,313 2,26,166 U.S.A. Australia	Inspection was carried out at the time of landing of the grain from each at steamer.	These cases were referred to the U.S.D.A. through the I.S.M., Washington or to the Australian authorities	Strictly speaking, these cases cannot be considered as involving departure from specifications as at the time of purchase of the foodgrains in



(e)

(d)

(c)

(b)

(a)

through India High Commission in London. U.S.A., the grain was not found weevilly by the licensed Inspectors there.

All such cases have, however, been brought to the notice of U.S. authorities at the highest level who in turn have assured that grain loaded conformed to relevant quality clauses in the purchase contracts. All vessels loaded with grain for India are being supervised further by federal inspectors. As a result of these efforts the problem of infestation in imported consignments has been considerably reduced.

The Australian Authorities sent one of their officers to look into our complaints. At his suggestion the Australian Wheat Board have assured that they will fumigate all consignments of wheat loaded for export to India. No live infestation was observed in Australian wheat shipments received recently in the country.

The specifications make no separate provision for weed seeds. The U.S. Authorities have,

The cases were referred to U.S.D.A. through I.S.M.

Representative samples are drawn at the time of unloading at Indian

U. S. A.

90,504

V. Presence of undesirable weed seeds. Wheat

Tons

port and inspection of quality of foodgrains is completed within 2-3 months of unloading from each steamer.

however, assured that suitable measures, both short-term and long-term, are being devised to meet the problem.

V. Higher foreign matter or dockage.

Wheat

2,94,689 U.S.A.

Representative samples are drawn at the time of unloading at Indian port and inspection of quality of foodgrains is completed within 2-3 months of unloading from each steamer.

Immediately after completion of the quality examination, through the I.S.M. Washington.

In reply to our complaints the U.S.D.A. have stated that according to the regulations of the United States Grain Standards Act the consignments were within specifications of grade contracted for. The U.S. Government have, however, amended the specification to allow for mention of these refractions on the certificate to enable the buyer to get the grain with the desired quantity of dockage and foreign matter.

VI. Low weight.

Bushel

Wheat

79,287 Australia

Representative samples are drawn at the time of unloading at Indian port and inspection of quality of foodgrains is completed within 2-3 months of unloading from each steamer.

Immediately after completion of the quality examination, through High Commission for India in London.

The Australian Authorities replied that the wheat supplied was about equal to the F.A.Q. type samples established, which was certified at the time of loading in accordance with the terms of the contract. As a result of our continued efforts the Australian Authorities had sent a representative of the Australian Wheat Board to India to examine wheat at the time of receipt in India. The quality of the Australian Wheat shipments subsequently received has generally improved.

## APPENDIX IX

(Vide para 56)

*Statement showing disposal of some cases of damaged foodgrains  
in the godowns (G.M.I & II)*

Name of the steamer & berth date	Date of arrival in the godowns	Commodity	No. of bags	Weight in Mds.	Tender No. & Date	Date of decision to dispose them of	Date of actual disposal	Weight	Rate per B.Md. gross
1. Wang Governor 8-1-59	17-1-59	Wheat	1287	2953 32 12	7/3/59/EI dated 10-10-59		12-1-60	1287 578 19 14	Rs. nP. 0·62
2 African King 19-1-59	27/28-1-59	Wheat	5620	11483 27 8	7/1/59/EI dated 20-3-59		June July 60	5521 } 99 } (M&CF) }	6733 00 00 0·41
3. W. Importers 13-5-59	28-5-59	Wheat	112	249 38 0	7/3(1)/59-EI dated 11-5-60		16-5-60	III IIU (I.U.) I	216 11 0 1·01
4 W. Explorer 8-3-59	11-3-59	Wheat	2574	5601 24 0	7/3/EI dated 10-10-59 7/1/59 E.I. dated 20-3-59 7/2/59 E.I. dated 14-5-59 7/3/59/EI dated 10-10-59		28-12-59 June 59 5-8-59 22-4-59 165 (sound) 28-12-59	21 (PF) 2096 (I.U.) 29 (C.F) 8 (Manure) 255 (Empties)	33 34 0 3507 27 1 65 36 11 289 17 0 45 7 8 0·62

## APPENDIX X

(Vide para 66)

*Statement showing Centres and capacity for construction of Storage Godowns*

(‘000 tons)		
State and Centre	Design	Capacity
1	2	3
ANDHRA PRADESH—(156·9)—		
Bobbili . . . . .	C	2·0
Visakhapatnam . . . . .	C	18·0
do. I . . . . .	CTT	10·0
do. II & IV . . . . .	MS	20·0
do. III . . . . .	S	20·0
Hyderabad I . . . . .	C	19·5
do. II, III & IV . . . . .	CTT	33·5
Vijayawada . . . . .	CTT	9·8
Tadepalligudem . . . . .	CTT	9·1
Thimmencharla . . . . .	C	5·0
do. . . . .	MS	5·0
Wheemavaram . . . . .	CTT	3·0
ASSAM (67·0)—		
Hejai . . . . .	P	5·0
Gauhati I & II . . . . .	C	20·0
do. III . . . . .	CTT	10·0
Tinsukia . . . . .	C	5·0
Jorhat . . . . .	C	10·0
Dibrugarh . . . . .	CWT	5·0
Badarpur . . . . .	CWT	5·0
Shillong . . . . .	CWT	1·5
Dimapur . . . . .	CWT	0·5
Rangia . . . . .	CWT	5·0

1	2	3
<b>BIHAR—(305·7)—</b>		
Mokameh (I)	C	24·0
do. II	MS	20·0
do. III	F	30·0
Jainagar	C	3·0
Saharsa I, II & III	CTT	11·2
Dhanbad I	CR	5·0
do. II	MS	5·0
Patna I	CR	17·5
do. II	MS	27·5
do. III	F	30·0
Samastipur I & II	C	30·0
do. III	F	20·0
Jamshedpur	CPT	10·0
Gaya I.	CR	10·0
do. II	MS	10·0
do. III	F	30·0
Katihar	CTT	10·0
Muzaffarpur	CWT	7·5
Darbhangha	CWT	5·0
<b>GUJARAT—(110·0)—</b>		
Ahmedabad I	CR	10·0
do. II & III	MS	20·0
do. IV	F	20·0
Baroda	CR	10·0
Kandla	S	50·0
<b>MAHARASHTRA—(768·2)—</b>		
Bombay	C	75·0
do.	MS	50·0
do.	S	50·0
Manmad I to III	C	118·7
do. IV	CTT	32·0
do. V	CPT&F	99·0
do. VI	F	51·0
Borivilli I & II	SH	85·0
do. III	F	140·0

1	2	3
Borivilli . . . . .	MS	7.5
Nagpur I . . . . .	CR	20.0
do. II . . . . .	MS	10.0
Poona . . . . .	F	23.0
	CR	10.0
KERALA (111.7)		
Cochin 'B' . . . . .	P	32.0
Cochin 'A' . . . . .	C	12.0
Kozhikode . . . . .	P	11.0
do. . . . .	C	10.0
do. . . . .	MS	7.0
Alleppey . . . . .	C	7.9
Quillon . . . . .	C	10.5
do. . . . .	MS	1.3
Trivandrum . . . . .	CTT	20.0
MADHYA PRADESH—(56.0)		
Bhopal. . . . .	CR	10.0
do. . . . .	MS	10.0
Raipur . . . . .	C	10.0
Bilaspur . . . . .	C	10.0
Raigarh . . . . .	CTT	10.0
Jagdalpur . . . . .	CTT	1.0
Dhamtari . . . . .	CWT	5.0
MADRAS—(204.1) -		
Avadi . . . . .	P	18.0
do. . . . .	C	86.2
do. . . . .	MS	5.0
Coimbatore . . . . .	C	24.9
Madras . . . . .	S	50.0
Madras City. . . . .	CPT	20.0
MYSORE—(22.5)—		
Bangalore . . . . .	C	20.0
do. . . . .	MS	2.5

1	2	3
ORISSA—(25·0)—		
Khurda Road . . . . .	CTT	10·0
Balasore . . . . .	CTT	5·0
Bhuvaneshwar . . . . .	MS	5·0
Rourkela . . . . .	MS	5·0
PUNJAB—(20·0)—		
Karnal . . . . .	MS	5·0
Amritsar . . . . .	CTT	5·0
Ferozepur . . . . .	CTT	5·0
Gurdaspur . . . . .	CWT	5·0
RAJASTHAN—(64·0)—		
Jodhpur . . . . .	C	12·5
do. . . . .	MS	3·0
Ajmer . . . . .	C	10·0
do. . . . .	MS	5·0
Jaipur . . . . .	C	10·0
do. . . . .	MS	7·0
Udaipur . . . . .	C	5·0
do. . . . .	MS	1·5
Bikaner . . . . .	C	5·0
do. . . . .	MS	5·0
UTTAR PRADESH —(477·1)—		
Hapur . . . . .	S	10·0
do. I . . . . .	C	11·0
do. II . . . . .	C & CR	21·0
do. . . . .	P	1·0
do. . . . .	F	5·2
Harduaganj . . . . .	C	20·0
do. . . . .	MS	30·0
Kanpur I . . . . .	C	25·0
do. II . . . . .	CTT	25·0
do. III . . . . .	F	75·0
Amusi . . . . .	MS	30·0
do. . . . .	F	20·0
Gorakhpur . . . . .	CR	20·0

	2	3
Varanasi I . . . . .	CR	20·0
do. II . . . . .	F	30·0
Agra I . . . . .	CR	20·0
do. II . . . . .	MS	8·9
Allahabad I . . . . .	CTT	20·0
do. II . . . . .	F	20·0
Lucknow . . . . .	CTT	20·0
Mau . . . . .	MS	10·0
Jhansi . . . . .	F	10·0
Bareilly . . . . .	CWT	10·0
Jaunpur . . . . .	CWT	5·0
Basti . . . . .	CWT	5·0
Sitapur . . . . .	CWT	5·0

## WEST BENGAL—(659·0)—

Jinirapool I . . . . .	C	32·0
do. II . . . . .	SH	28·0
do. III . . . . .	CTT	34·0
do. . . . .	F	30·0
K.P. Docks . . . . .	S	27·0
Kalyani I . . . . .	CTT	32·0
do. II . . . . .	F	100·0
do. III . . . . .	S	100·0
Cossipore . . . . .	S	50·0
do. . . . .	C	12·3
Howrah I . . . . .	CTT	20·0
do. II . . . . .	MS	10·0
do. . . . .	F	40·0
Bhadreswar . . . . .	CTT	25·0
Union Jute Mill . . . . .	CTT	18·7
Asansol I . . . . .	CR	20·0
do. II . . . . .	F	30·0
Siliguri I . . . . .	C	30·0
do. II . . . . .	F	20·0

## DELHI—(120·0)—

Subzimandi . . . . .	C	19·0
do. . . . .	MS	3·0



1	2	3
West Patel Nagar . . . . .	SH&MS	65.5
C.T.O. . . . .	C	30.0
do. . . . .	MS	2.5
MANIPUR—(5.0)—		
Imphal . . . . .	P	5.0
TRIPURA—(14.0)—		
Agartala . . . . .	P	7.0
Interior Centres . . . . .	P	7.0
TOTAL .		3,186.2

#### ABBREVIATIONS USED

C . . . . .	Conventional
MS . . . . .	Modified specifications
SH. . . . .	Shell type
TT . . . . .	Tubular trusses
WT . . . . .	Wooden trusses
R . . . . .	Reiser's design of trusses
PT . . . . .	Precast concrete trusses
P . . . . .	Prefabricated godowns
S . . . . .	Silo
F . . . . .	Flat

# APPENDIX XI

(Vida para 69)

Statement showing the storage capacity (used for foodgrains) at Ports during 1956-57, 1957-58, 1958-59, 1959-60

Name of Region	Name of Port	Capacity in 1956-57			Capacity in 1957-58			Capacity in 1958-59			Capacity in 1959-60		
		Owned		Total	Owned		Total	Owned		Total	Owned		Total
		Hired			Hired			Hired			Hired		
Eastern Region	Calcutta	32.0	131.2	163.2	32.0	175.1	207.1	32.0	267.1	299.1	32.0	386.6	418.6
Western Region	Bombay	75.0	126.6	201.6	75.0	162.4	237.4	75.0	139.6	214.6	75.0	140.6	215.6
	Kandla	..	..	..	..	23.1	23.1	..	12.5	12.5	..	13.7	13.7
	Bhavnagar	..	4.9	4.9	..	25.3	25.3	..	4.2	4.2	..	7.2	7.2
	Navlakhi	..	..	..	..	1.2	1.2	..	..	..	..	..	..
Southern Region	Bedi	..	..	..	..	5.4	5.4	..	..	..	..	..	..
	Madras	17.0	24.2	41.2	18.0	42.8	60.8	36.2	40.2	76.4	70.5	39.7	110.2
	Vizag	18.0	3.3	21.3	18.0	3.4	21.4	18.0	3.4	21.4	18.0	2.9	20.9
	Cochin	..	22.7	22.7	..	24.5	24.5	25.2	18.0	43.2	28.4	18.7	47.1

(Figures in '000 tons)

## APPENDIX XII

(Vide para 78)

### *Summary of conclusions of the Subsidiary Food Production Committee (1950)*

1. That it is feasible to effect substantial reduction in the consumption of cereals in the country by the large-scale production and utilization of subsidiary foods like bananas, sweet potatoes, tapioca and groundnut flour.

2. That these foods are nutritious and their introduction in the diet would be beneficial specially as groundnut flour will make up to a great extent the protein deficiency in the normal Indian diet.

3. That the production of required quantities can be achieved without undue pressure on the resources of the country and at a cost which is a fraction of the amount now being spent on the food subsidies alone. Due to the very high yielding quality of the root crops and bananas their increased cultivation will strengthen the general economy of the country by making a larger net quantity of food available from less land and labour.

4. That subsidiary crops should be grown in and near urban areas throughout the country for direct consumption in the fresh form. That in addition to the above, processing of the surplus crop of sweet potatoes and tapioca should be undertaken by sun-drying under village conditions.

5. That to effect appreciable and measurable saving of cereals in addition to publicity and propaganda, the provision of facilities for cultivation, improvement and reduction of cost of transport, steps should be taken to introduce the subsidiary foods both in the fresh and the processed forms into the everyday diet of the people through the rationing system in the country. These foods should be priced cheaply and incorporated in the ration in replacement of specified quantities of one or more cereals which constitute the present ration in urban areas. It should be within the option of the Ration Card holder to take a prescribed ration of subsidiary foods in place of a corresponding quantity of any of the cereals within the ration which he wishes to replace. It should correspondingly be left open to the Government also from time to time to issue the subsidiary food rations in place of cereals indicated by the consumers when such cereals are not available in adequate quantities with the Government.

6. The policy should be adopted for the country as a whole on the principle that fresh subsidiary foods will be consumed in the areas where they are grown and processed foods will be dealt with

on the same basis as foodgrains for the purpose of procurement and distribution under the control of the Government of India's Basic Plan.

7. That production should be taken up on the basis of guaranteed price and purchase of the crop with or without subsidy to the cultivator to meet the requirements of the country according to the principles of introduction in the ration as stated above. The utilization of the foods should be the responsibility of the Departments of Food or Civil Supplies of the State Governments in the same way as foodgrains, the allocations as between deficit and surplus areas being made under the control of the Ministry of Food.

8. That the production schemes should be closely co-ordinated at all levels with Grow More Food schemes and the Commissioner for Food Production should be invited to join the Subsidiary Food Production Committee. The scope of the activities of the Subsidiary Food Production Committee should be extended to cover all the activities in connection with the production and utilisation of subsidiary foods according to the targets fixed by the Government and the Committee should be provided with the necessary technical and other staff to implement the Governments policy.

## APPENDIX XIII

### *Summary of Recommendations/Conclusions contained in the Report*

Sl. No.	Reference to Para No. in the Report	Summary of recommendations/conclusions
I	2	3
I	6	The Committee fail to see the need for papers to pass through four to five supervisory officers in the Secretariat of the Department of Food. They apprehend that a set-up providing for too many supervisory levels lends itself to delay in disposal and even evasion of responsibilities at lower levels rather than making for efficient functioning. The Committee suggest that the number of supervisory levels may be reduced and that level jumping may also be resorted to in greater measure. In particular, there appears to be little justification for Section Officers in the scale of Rs. 350—900 submitting files through the Assistant Directors in the scale of Rs. 400—950. If it is considered desirable to have the Assistant Directors in the headquarters of the Department so as to enable them to gain secretariat experience, sections could well be placed directly under their charge.
2	8	The Committee suggest that in view of the reduction in the internal procurement work, Government may examine the need for the existence of two separate posts viz. Director (Procurement) and Under Secretary (Procurement) and other staff for handling procurement work in the Secretariat of the Department and effect economy.
3	9	Considering that the number of staff, whose administration work has to be dealt with at the Secretariat level is not very large, the Committee feel that there is not adequate justification for employing five Under Secretaries for this work. They would, therefore, suggest that the Department may examine this matter at an early date with a view to effect economy.

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4	10	The Committee would urge the Department to examine the strength of Class IV staff in the light of the recommendation made in para 24 of their 76th Report to the effect that the strength of such staff may be reduced by adjustment on the basis of 1 daftri and 1 peon for two sections to begin with.
5	11	As the Department of Food was last reviewed by the Special Reorganisation Unit in 1952, the Committee consider that it is time to have another review carried out early, particularly in the context of the decision to place the Department on a permanent footing.
6	16	The Committee are surprised to find that out of 851 watchmen and 122 stitchers in the office of the Regional Director (Food), Western Region, Bombay, as many as 351 and 53 respectively were recruited when they had exceeded the normal age limit for entry into Government service. The Committee were informed by the Ministry that prior to 1957, the Department of Food functioned as a temporary department and it had not prescribed rules for recruitment to the various categories of posts. Further, there was no definite bar to the appointment of persons who were above 25 years of age so long as the Department of Food was a purely temporary department. The Committee are of the view that it should have been possible to frame the rules for recruitment earlier so as to afford necessary guidance in the matter to the subordinate appointing authorities.
7	17	The Committee desire to lay special emphasis on the paramount need for placing the subject of Food & Agriculture in the hands of the more experienced and competent of the Ministers in the States and the need for the Centre to assure itself of the fullest coordination at State levels.
8	21	The Committee feel that the problem of achieving self-sufficiency in foodgrains is not incapable of solution, for India has potentially rich physical resources to which must be added her human ingenuity and effort.
9	22	The Committee feel that the problem of family planning no less than that of food production should constitute a key programme for the Third and subsequent Five Year Plans.

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10	23	It is obvious that all efforts to achieve self-sufficiency in foodgrains have essentially to be related to the consumption requirements and therefore the necessity for compilation of such data cannot be over-emphasised.
11	30	The Committee are not unaware of the difficulties in the way of arriving at generalisations from any enquiry into the cost of production of foodgrains in the different parts of the country but yet they feel that the demand for such an enquiry which is insistent may yield very useful and interesting data for assessing the cost of production in the different areas fairly approximately on which to base the prices.
12	31	The Committee suggest that Government may expedite decision on the question of setting up the Agricultural Commodities Advisory Committee and the Farmers Advisory Panel.
13	32	The Committee suggest that Government may arrange to have a study made in respect of wheat and other foodgrains so as to assess what fraction of a rupee charged to the consumer goes to the producer and the various intermediaries. Such a study would provide useful and interesting material for determining the fair price of foodgrains.
14	33	The Committee consider that it might be worthwhile evolving a scheme for giving incentives to the cultivator for stepping up production of foodgrains.
In this context, the Committee would like to refer to the following observations made in the Report on "India's Food Crisis & Steps to meet it by the Agricultural Production Team sponsored by the Ford Foundation:—		
<p data-bbox="440 1390 1000 1526">"As a beginning, we suggest that minimum price be established only for rice and wheat. . . . . The floor price should be announced to cultivator before sowing time and remain in effect for one full year."</p>		
It is obvious that if the floor price of foodgrains is meant to provide an incentive for increasing food production, the announcement should be made sufficiently before the sowing season.		

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15	35	The Committee suggest that Government may explore ways and means of reducing the loss incurred in trading operations particularly on the indigenously procured rice.
16	36	In the Committee's view, if trading in foodgrains is taken up by a State it ought not in any case be used as a means of making profit.
17	37	The Committee consider that it would be desirable for the Central Government to keep themselves informed of the results of state trading.
18	39	It is obvious that licensing by itself is of little value unless the conditions of licence are enforced. The importance of checking and analysing the returns of stocks which are submitted by wholesalers and millers to the respective State Governments cannot be over-emphasised.
19	43	The Committee are of the view that cooperative societies/gram panchayats, wherever they are efficient, should be given preference for running fair price shops. They suggest that the Government of India may commend this principle to the State Governments.
20	46	The Committee suggest that the number of Fair Price Shops Inspectors employed under the Regional Directors (Food) may be reduced further, in accordance with the decision of the Government taken in April 1959 that the inspection carried out by the Regional Directors should be in the nature of test inspection.
21	47	The Committee suggest that the Government of India may consider the desirability of laying down guiding principles for determining the retail prices of foodgrains supplied to the State Governments. In this context the Committee would like to draw attention to the Sugar Price Control Order (G.S.R. 501/Ess. Com. dated the 23rd April, 1960) which lays down the margin for fixation by District Magistrates of retail price of sugar supplied to authorised dealers from sugar factories in controlled areas. The Committee feel that if margins are similarly laid down for fixation of retail prices of foodgrains ex-fair price shops, it would obviate the chance of any one making undue profits out of stocks supplied by the Central Government.



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22	48	The Committee suggest that Government may ensure that the price lists of articles with sealed samples are duly displayed by fair price shops.
23	53	The Committee suggest that the desirability of carrying out tests on landing of imported foodgrains in India to make sure that the nutritional value is intact and has not been adversely affected either by long storage in exporting countries or in transit may be examined.
24	54	The Committee suggest that an analytical study may be made of the common defects and shortcomings which are noticed in the imported foodgrains with a view to revising the specifications and thereby ensuring that such defective foodgrains do not find their way into India.
25	55	The Committee are surprised to find that it takes a total period of 2 to 3 months after the unloading of foodgrains from steamer to complete inspection of its quality co-ordinate the results and to arrive at necessary decisions. There is consequential delay in lodging of claims as also in the disposal of damaged foodgrains. The Committee suggest that Government may take immediate steps to expedite the process of inspection.
26	56	It is obvious that the delay in reaching decision about the disposal of damaged foodgrains is apt to result in their further deterioration and consequent depression in price. The Committee consider it unfortunate that long delays should have been allowed to occur in the disposal of damaged foodgrains in the cases referred to in paragraph 56. The Committee recommend that if the system of rate running contractors which is being introduced by the Department at Bombay, is found to be successful, it may be extended to other places.
27	58	The Committee consider that as the percentage of foodgrains imported in Indian vessels as compared to the total quantity of imported foodgrains is very small, it is imperative that determined efforts are made to increase the Indian tonnage and ensure that greater use is made of the Indian vessels for importing foodgrains.
28	59	The Committee hope that the Government would continue to make increasing use of tankers so as to economise in freight expenditure.

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29	63	The Committee are constrained to note that claims to the extent of Rs. 21.03 lakhs were outstanding against the shippers on 31st December 1960 on account of foodgrains damaged during sea journey or received short during the last four years and that some of these claims were as old as four years. The Committee would urge Government to take energetic steps to have the claims settled satisfactorily within the shortest possible time.
30	64	The Committee would suggest that effective measures may be taken to improve the movement of foodgrains from Vizagapatnam.
31	65	There is need for saving extra expenditure incurred in transporting and loading foodgrains from rail-heads instead of despatching them direct from docks. In this connection, the Committee suggest that where the despatch of the entire cargo of foodgrains to outstations direct from the docks is not possible and part of it has to be sent from other rail-heads, it may be ensured that is not routed through the local godowns unless absolutely necessary, since it involves additional expenditure.
32	68	<p>There has to be intimate co-relationship between the quantum of foodgrains required for buffer stock, the need for its disposition in various parts of the country and the storage accommodation required for this purpose. In this context, the Committee would like to refer to the following observations of the Foodgrains Enquiry Committee (1957) :—</p> <p>“Reserve stocks . . . should be maintained at certain special points. In our view, these points in order of preference should be (a) ports and metropolitan areas, (b) chronically deficit areas (c) areas generally affected by floods and drought and (d) important centres from the point of view of transport.”</p> <p>The Committee hope that all such points will be taken into account by the Government in deciding its storage programme.</p>
33	69	The Committee note that there has been no increase in Government-owned capacity for foodgrains in Calcutta and Bombay in 1959-60 as compared to 1956-57. As these ports handle a large volume of imports of foodgrains, the Committee feel that Government should have taken suitable steps to increase the capacity during that period.

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34	71	The Committee recommend that the long term requirements should be fully taken into account in determining the size and nature of storage/handling facilities to be provided in the silos. The Committee further suggest that the desirability of making provision for equipping the silo-cum-elevators with permanent "built-in" temperature indicating apparatus for facilitating supervision of grain storage may also be examined.
35	72	The Committee suggest that Government may consider the possibility of raising the stacks, wherever possible, to 20 bags as is stated to be the practice in sugar factories. Further, the standard fixed in respect of height of government godowns may be reviewed giving due consideration to all the relevant factors, such as additional cost, storage accommodation, arrangements required for stacking etc.
36	73	The Committee recommend that Government may take necessary steps to ensure that there is no slackness in the maintenance of stack cards at storage godowns.
37	73	The Committee consider that foodgrains storage godowns should be subjected to strict sanitation laws and inspections and suggest that suitable instructions should issue in the matter.
38	74	The Committee consider that it would be useful if a brief mention of the programme of work of the Grain Storage Research and Training Centre, Hapur and the progress made by it during the year is made in the Annual Report of the Ministry of Food and Agriculture—Department of Food.
39	77	The Committee consider that it might be useful if a short course on methods of preservation of foodgrains is introduced in agricultural colleges and included in the syllabus for agricultural graduates. They suggest that the feasibility of this proposal may be examined.
40	79	The Committee are constrained to observe that sufficient interest has not been shown in the past in dealing with the matter relating to the production and consumption of subsidiary foods in India. The importance of taking effective measures for encouraging

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the production and consumption of subsidiary foods to the maximum possible extent cannot be too strongly emphasised, considering the heavy imports of foodgrains and consequent drain on foreign exchange.

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| 41 | 81 | The Committee suggest that Government may take necessary steps to see that the two units one each at Bombay and Madras which are being set up for the production of edible ground-nut flour start functioning very early and that simultaneously effective publicity is done amongst the consumers to encourage consumption of such subsidiary foods.                                                         |
| 42 | 82 | The Committee feel that it would be desirable for the Scientific Food Advisory Panel to meet more often than at present to make recommendations for and review the progress made regarding the production, conservation and effective utilisation of subsidiary foods.                                                                                                                                        |
| 43 | 83 | The Committee consider that effective measures are necessary to curb the tendency for consumption of cereals by education and publicity so that the imbalance in diet is lessened. They note with regret that no serious efforts have been made so far to effect this desirable and imperative reform. It almost looks as though there is a feeling of resignation that the task is too big to be undertaken. |
| 44 | 84 | The Committee suggest that Government may consider the desirability of carrying out further detailed experiments on the suitability of the use of rubber cones in the rice mills in India for shelling the different varieties grown in the different areas and publicise the results for the information of all concerned.                                                                                   |
| 45 | 85 | The Committee would like to draw attention to their recommendation in para 59 of their 83rd Report on the adoption of the technique developed in the Central Food Technological Research Institute, Mysore for parboiling of paddy and suggest that the adoption of the new technique throughout the country might be given high priority.                                                                    |
| 46 | 86 | The Committee suggest that the Government of India may issue necessary instructions regarding the refund of the Central Sales Tax which was                                                                                                                                                                                                                                                                   |
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		recovered by the State Government from the Andhra Pradesh Rice Millers for the rice acquired from them, and in respect of which an assurance was understood to have been given by the Government of India that the burden of the tax would be borne by them.
47	88	The Committee, while appreciating the aid that is being given by voluntary agencies of U.S.A. and the need for providing certain concessions by way of exemptions from duty etc. to the aid goods, are also anxious that any doubts which may be in the minds of the people regarding the uses they are put to should be removed. It is for this reason that the Committee would recommend that the revision of the Indo-U.S. Agreement of 9th July 1951 regarding relief supplies should not be delayed.

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## APPENDIX XIV

### *Analysis of Recommendations contained in the report*

#### I. CLASSIFICATION OF RECOMMENDATIONS

##### A. Recommendations for improving organisation and working

S. Nos. 1, 5, 6, 7, 9, 10, 11, 12, 13, 14, 16, 17, 18, 19, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46 and 47	-40
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##### B. Recommendation for effecting economic

S. Nos. 2, 3, 4, 15, 20 and 31	-6
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##### C. Miscellaneous

S. No. 8	-1
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#### II. ANALYSIS OF THE MORE IMPORTANT RECOMMENDATIONS DIRECTED TOWARDS ECONOMY

Sl. No.	No. as per summary of recom- mendation	Particulars
1	2	3
1	2	In view of the reduction in the internal procurement work, Government may examine the need for the existence of two separate posts <i>viz.</i> Director (Procurement) and Under Secretary (Procurement) and other staff for handling procurement work in the Secretariat of the Department and effect economy.
2	3	There is not adequate justification for employing 5 Under Secretaries for administration work. The Department may examine this matter at an early date with a view to effect economy.

1	2	3
3	4	The strength of Class IV staff may be reduced on the basis of 1 daftri and 1 peon for two sections to begin with.
4	15	Government may explore ways and means of reducing the loss incurred in trading operations pertaining to foodgrains particularly on the indigenously procured rice.
5	20	The Fair Price Shop Inspectors employed under the Regional Directors (Food) may be reduced further.
6	31	There is need for saving extra expenditure incurred in transporting and loading foodgrains from rail-heads instead of despatching them direct from docks.

43. The S. S. Book Emporium, 'Mount Joy' Road, Basavangudi, Bangalore-4
61. Mittal & Company 85-C, New Mandi Muzaffarnagar.
78. Hind Book House 82. Janpath, New Delhi.
62. Shalig Ram & Sons, Booksellers, Madar Gate, Aligarh.
79. The Imperial Publishing Company, 3, Faiz Bazar, Daryaganj, Delhi-6.

#### ORISSA

44. The Cuttack Law Times Office, Cuttack-2.

#### PUNJAB

45. The English Book Depot, 78, Jhoke Road, Ferozepore, Cantt.
46. The Krishna Book Depot, Publishers, Book-sellers, Stationery and News Agents, Main Bazar, Pathankot.

47. Minerva Book Shop, The Mall, Simla-1.

48. The New Book Depot, 76, The Mall, Simla-1

49. The University Publishers, Railway Road, Jullundur City.

#### RAJASTHAN

50. "Bookland" 663 Madar Gate, Ajmer (Rajasthan).
51. K. M. Agarwal & Sons, Railway Book Stall, Udaipur

#### UTTAR PRADESH

52. A. H. Wheeler & Company, Private Limited 15, Elgin Road, Allahabad.

53. British Book Depot, 84, Hazaratganj, Lucknow.

54. B. S. Jain & Company, 71, Abupura, Muzaffarnagar.

55. Friends Book House, M.U., Aligarh.

56. Goel Traders, 100-C, New Mandi, Muzaffarnagar.

57. Kitabistan, 17-A, Kamla Nehru Road, Allahabad.

58. Law Book Company, Sardar Parel Marg, Allahabad.

59. Laxmi Narain Agarwal, Hospital Road, Agra.

60. The Loyal Book Depot, Chhipi Tank, Meerut.

#### WEST BENGAL

64. Firma K. L. Mukhopadhyay, 6/1A, Ban-chharam Akrur Lane, Calcutta-12.

65. M. C. Sarkar & Sons (Private) Limited, 3, Old Court House Street, Calcutta.

66. Thacker Spink & Company (1933) Private Ltd., 3, Esplanade East, Calcutta-1.

67. W. Newman & Company Limited, 3, Old Court House Street, Calcutta.

#### JAMMU & KASHMIR

68. The Kashmir Book Shop, Residency Road, Srinagar, Kashmir.

69. Students Stores, Raghunath Bazar, Jammu-Tawi.

#### DELHI

70. Atma Ram & Sons, Kashmere Gate, Delhi-6.

71. Bahri Brothers, 188, Lajpat Rai Market, Delhi-6.

72. Bookwell, 4, Sant Narankari Colony, Kingsway, Delhi-9.

73. The Central News Agency, 23/90, Connaught Circus, New Delhi.

74. City Book Sellers, Sohanaganj Street, Delhi.

75. Dhanwantra Medical & Law Book House, 1522, Lajpat Rai Market, Delhi-6.

76. The English Book Shop, 7-L, Connaught Circus, New Delhi.

77. Freeland Publications Private Limited, II-A/16, Lajpat Nagar, New Delhi.

#### MANIPUR

92. Shri N. Chaoba Singh, Newspaper Agent, Ramlal Paul High School, Annexe, Imphal, Manipur.

#### AGENTS IN FOREIGN COUNTRIES

##### U.K.

93. The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON, W.C. 2.



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